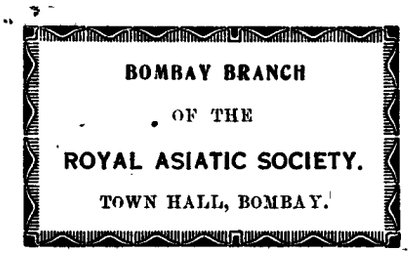
Administration Report
of the
North-West Frontier Province
1916-17 to 1922-23

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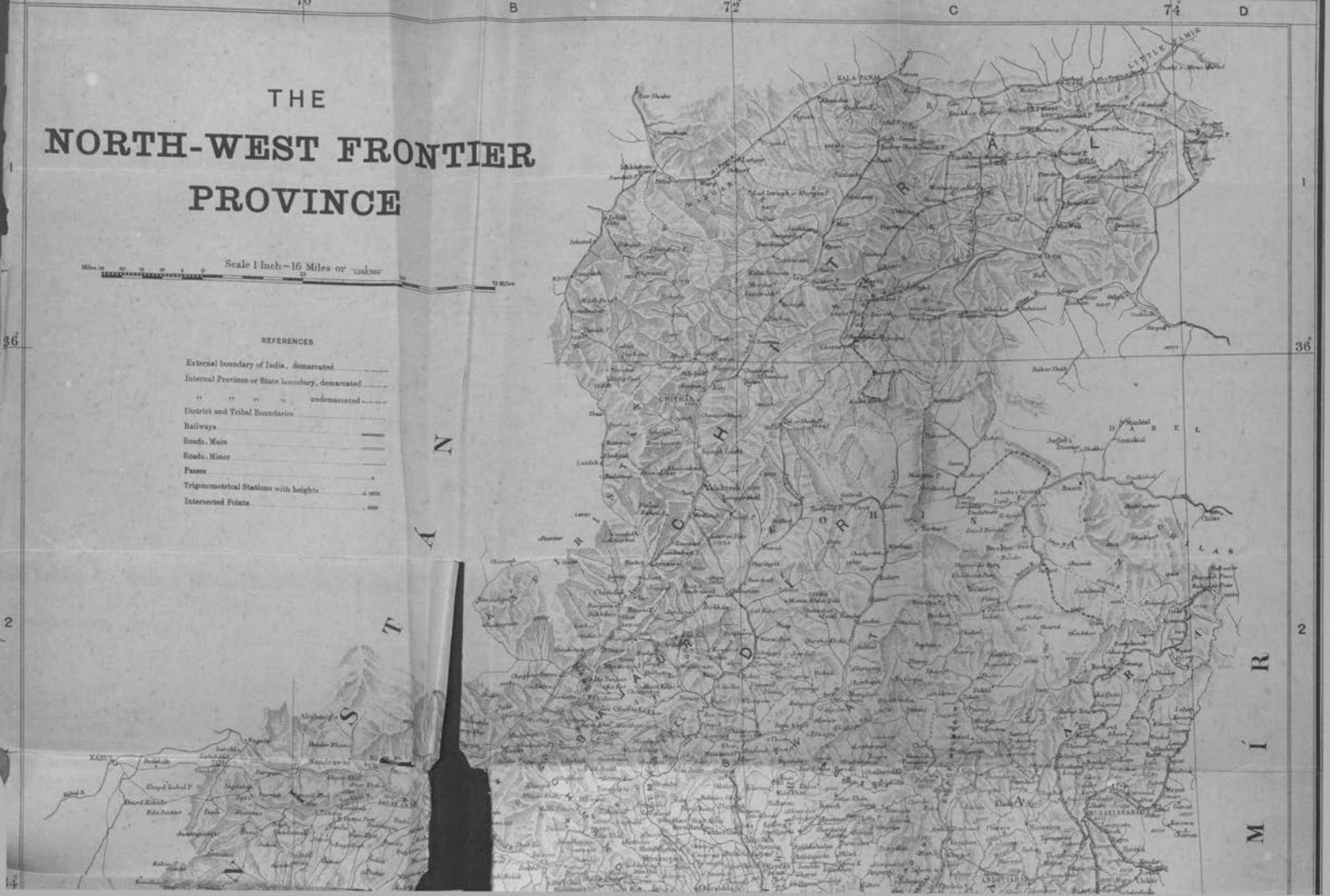
# THE NORTH-WEST FRONTIER PROVINCE

Scale 1 Inch = 16 Miles or 1,013,760

REFERENCES

- External boundary of India, demarcated
- Internal Province or State boundary, demarcated
- " " " " undemarcated
- District and Tribal Boundaries
- Railways
- Roads, Main
- Roads, Minor
- Passes
- Trigonometrical Stations with heights
- Intersected Points



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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

134168

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1916-17.

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

## 1916-17.

# PART I.

## GENERAL SUMMARY.

THE commencement of the third year of the war found the North-West Frontier Province still enjoying comparative peace both internally and externally. As in the rest of India, the people were feeling the pinch of the rise in prices caused by the continuance of the war, but the agriculturists at any rate were compensated to some extent by the high rates their produce commanded, and many of the poorer classes were benefited by the upward tendency of wages. The rains on the whole were as satisfactory as in an average year and the sowing of the rain crops took place in favourable conditions. Generally speaking the land revenue demand was easily paid, 96 per cent. of it being collected; there was markedly less need in some districts to issue processes against defaulters; in only 47 cases in the whole province was resort had to sale, and in only one case was a defaulter imprisoned for non-payment of his revenue. There were, no doubt, clouds on the horizon. There was a certain amount of temporary discontent of a nature which affords a ready soil for "political" agitation, due to zamindars and grain merchants holding up cereal stores in the hope that a scarcity of grain might send up prices. The news of the revolt of the Sharif of Mecca against Turkey had just created some sullen ill-feeling among Mussalmans, and the presence of a certain number of so-called Turks near the border was unsettling others, while there were mutterings along the Derajat frontier at the inability of the British *Raj* to protect its subjects. Thanks, however, greatly to the excellent work, both preventive and detective, of the Police Force in all its branches, but still more to the general contentment of the people with the existing *régime*, "political unrest" of any kind was practically non-existent without any excessive resort to any repressive measures. There were at the beginning of August 1916 only two individuals interned in the province under the Defence of India Rules, while only four had been turned out of the province, and not more than five had been interned under the Foreigners and Ingress into India Ordinances. During the remaining months of the year under review the Chief Commissioner found it necessary to intern in their own villages four more persons under the Defence of India Rules for attempting to spread disaffection, and as a precautionary measure orders of internment were passed under the Foreigners and Ingress into India Ordinances against nine others; some of these were individuals who had returned from Shanghai or Siam, where they had been suspected of association with the seditionist parties; others were connected with the Hindustani Fanatics, and two were suspected

spies, one being an Austrian and another a Chitrali. Naturally in the circumstances of a frontier province, almost entirely Mussalman by religion, there was bound to be a certain amount of latent sympathy with the Turks and a sensitive response to the political conditions in Afghanistan. Peshawar is, of course, very closely in touch with Kabul, and the various rumours brought down from there about the presence in Afghanistan of Germans, Austrians and Turks lost nothing in the telling and caused some excitement; but the reported eviction of most of them in June 1916 had a beneficial effect in Peshawar at least. Such feelings, however, never found vent in any public utterance, and, as noted above, very little use had to be made of any of the special War Ordinances. Some discontent was reported during the year among military pensioners, returned from the war and discharged as unfit for further service, resulting from delays in payment of their pensions, and among the sympathisers with the 15th Lancers in the Dera Ismail Khan District over that regiment's treatment in the affair at Basra in February 1916, and also among some of the inhabitants of the Dera Ismail Khan and Bannu and Peshawar districts against the Arms Act on the grounds that it left them at the mercy of Mahsuds, Mohmands and other raiders. This latter feeling, however, wore off after more vigorous action by the district authorities against raiding gangs and a redistribution of Government rifles and ammunition among the border villages for self-defence. There soon died down also any unrest which had sprung from the Bera *faqir* case in Bannu (briefly mentioned in last year's report), in which the *faqir* towards the end of March 1916 rapidly raised a following of over 200, to whom he preached a *jehad* against the Indian Government, giving out that the Turks were shortly approaching India and would overthrow the British. The *faqir* and his principal followers were arrested and sentenced under the Frontier Crimes Regulation to lengthy terms of imprisonment and confiscation of property. The movement had threatened at one moment to become serious, and was scotched just in time. In the same district it became necessary in October 1916 to take steps to stem the circulation of a seditious poem welcoming the supposed approach of the Turks, which was becoming exceedingly popular in the villages. Its composer was tried and sentenced under Section 124-A, Indian Penal Code. Later in the year a certain amount of pro-Congress feeling among Hindus, mainly in the direction of obtaining more of the highly paid Government appointments for Indians, was reported from Dera Ismail Khan. On the whole the year witnessed a gradual decline of interest in the war, except so far as it affected the cost of living in the Province, but at the same time there was, no doubt, a general desire for the victory of the allies provided Turkey's *izzat* was not seriously affected. The death of Lord Kitchener evoked wide expressions of apparently genuine regret from societies and institutions, both religious and political, and from individuals representative of all creeds. The Allies' big offensives towards the end of the summer and the entry of Roumania into the war revived interest for the time being, especially among the Hindus, who expressed their thankfulness for it. On the other hand the fall of Kut aroused little excitement. At one time it seemed probable that the revolt of the Sharif of Mecca against Turkey, referred to above, would cause considerable ill-feeling against the British, but it is doubtful if the ordinary uneducated villager troubled himself for long over the question, while the educated populace, though strongly sympathising with the Turks and expressing annoyance,

especially at the destruction of the Hedjaz Railway, which was largely built with money subscribed in India, began in time to accept it as *un fait accompli* in the usual Mussalman spirit of resignation to *qismat*. The fall of Baghdad towards the end of the year seems to have convinced Turkey's sympathisers of the impossibility of that power being able to influence to any extent Afghan politics. From time to time throughout the year, of course, the province was seething with strange rumours, among some of the most absurd of which was that the Government of India had decided to advance on Afghanistan, and for this purpose 3 lakhs of British troops had been landed at Bombay and a large body of Japanese soldiers, variously pitched at anything from 3,00,000 to 3,000,000, had arrived at the same time at Calcutta! Many of these rumours appear to have had their cause in the large concentration of troops in Burhan in the Punjab during the cold weather of 1916-17. But, so far as political crime and unrest goes, the year under review may be looked back upon with satisfaction.

Turning to other possible indices of the contentment or otherwise of the people which are furnished by the reports on Police Administration and the Administration of Criminal Justice, critics might lay their finger upon the apparent marked increase in crime as evidenced by the rise of nearly 6 per cent. in true cognizable offences. But, excluding offences under Special and Local Laws and such unimportant cases as public nuisances, the increase during the year was infinitesimal and the amount practically the same as the average for the past 5 years. Offences against property, such as robberies and burglaries, are a truer gauge of discontent among the mass of the population, and in both these classes of crime the year under review witnessed a decline which is perhaps all the more remarkable when it is remembered that high prices prevailed throughout the year and that the portions of certain districts adjoining the border were disturbed to a considerable extent at times by numerous trans-border raiding gangs whose success might have acted as an incentive to malcontent cis-frontier bad characters. At one time in the year it was feared that the falling off in crime might be only temporary, and that the tranquillity of the province might be disturbed by the continuing stream of wounded and discharged sepoys returning to their homes, of undesirable characters deported or expelled in considerable numbers from other provinces, and of immigrants returning from Siam and other parts of the world. But on the whole these fears proved groundless, and the year closed with a record, so far as serious criminal offences go, 15 per cent. better than the year immediately before the war. An ugly feature, however, in the criminal history of the province was the yet further increase in murders committed by cis-frontier residents. The record number of 353 murders was reached during the year, while attempts at murder were as much as 100. Some of these were, of course, committed by outlaws or trans-frontier men—a danger to which the inhabitants of a frontier province are always exposed,—and three cases alone accounted for 14 victims; in one of these a gang lay up along the canal bank in the Peshawar Cantonment and wiped out with a volley five out of 14 members of a police night patrol; in another a gang raided a godown just outside the walls of Bannu City and massacred five persons, besides wounding five others! A very common cause, too, of murders was disputes over land

questions ; but by far the largest number (one-third in the year under review) were committed in quarrels or disputes over women—a potent factor always at work among Pathan society and totally unaffected by economic or political conditions.

The continued need for strict economy urged again upon the Local Administration by the Government of India left—as was bound to be the case—its trail over the work of some of the Departments, notably the "spending" ones. But there are some branches of the Administration in which economy would have been indeed false in the peculiar circumstances produced by the war, and in such it was wisely decided, with the consent of the Government of India where necessary, to incur increased expenditure. Thus the necessities of making service in the Frontier Militia more attractive had to be met by the grant of war *batta* to all the Corps; and to relieve the regular army the Government of India had to face the cost of raising a new corps—the Mohmand Militia. Similarly the constant demands made upon the Frontier Constabulary for assistance in internal defence against trans-border raids and the future desirability of garrisoning with the Constabulary several of the outposts along the frontier, now held by regulars, necessitated an increase in the Corps by eight companies of Infantry and two of Mounted Infantry. The results in both cases have proved the wisdom of Government's policy. In the Provincial Civil Service, the standard of whose judicial work has long been a subject of unfavourable comment and a cause of dissatisfaction, a certain number of new appointments were created in the shape of Judicial Extra Assistant Commissionerships at the various district head-quarters, to which duty allowances are attached, with the idea of making the judicial line more attractive, and improving thereby the standard and output of its work. With the same idea duty allowances were sanctioned for all the posts of District Judges held by Extra Assistant Commissioners. The scheme came into force, however, too late in the year to show any results. The increases of pay granted to the Police in November 1915 naturally made their financial and administrative effects felt more in the year under review, during which the force was recruited practically up to its full strength as the result of the improved prospects. At the end of the year the Inspector-General of Police was able to describe the Force as a contented one and up to strength, but it is in the future still more than now, when the Force will consist of a high percentage of long service men, that Government will reap the full benefit of its generosity.

Glancing now at the work of the individual departments, which has been summarised in Part II of this report, it may be claimed that 1916-17 represents a period of steady progress so far as the needs for strict economy and the depletion of some of the cadres permitted. Owing to the war practically all the European services were working short handed, and for the third year in succession it was necessary to restrict leave to cases of very real urgency. Throughout the whole year the cadre posts of Assistant Political Agent, Malakand, District Judge, Bannu, and District Judge, Hazara, and through most of the year those of Assistant Commissioner, Kohat, Assistant Commissioner, Hazara, and Assistant Commissioner, Dera Ismail Khan, had to be left vacant ; this shortage among Political Department officers had to be made good so far as possible by the appointment of an additional number of temporary Extra Assistant Commissioners to the Provincial Civil Service. The number of regular Civil and Agency Surgeons had been reduced by the end of the year to four compared with the normal number of eight. In the Police Department and both branches of the Public Works Department similar difficulties were experienced.

The work of the Police has been commented on indirectly in the earlier part of this chapter, but the statistics of the working of the department were very satisfactory throughout the year; the percentage of convictions to trials, as well as to cases investigated, continued to show a steady improvement; the work of the Force received the commendation of the various District Magistrates; there was an improvement in the percentage of recovered stolen property; the Criminal Intelligence Branch carried out its heavy and responsible duties most efficiently; the percentage of educated men in the Force reached 21·8 of the total strength; all the upper subordinates in it but one were educated, 75 per cent. having been trained at the Police Training School, Phillaur; 380 of the men were in possession of the St. John Ambulance Association's First Aid certificate; 451 officers and men received rewards during the year, four obtaining titles. The work of the Police is to a great extent in vain if stultified by a weak administration of criminal justice; it is, therefore, satisfactory to note that both the Judicial Commissioner and the Inspector-General of Police have expresssed themselves satisfied on the whole with the working of the criminal courts during 1916-17. But the continued high proportion of acquittals and discharges to disposals, which—though lower than in the previous year—was as much as 52 per cent., seems still to point either, on the part of the police, to unsatisfactory investigation into cases or their faulty prosecution in the courts, or to an irrational demand on the part of the courts for excessively clear proof beyond what the law and common sense demand. Proneness to acquit on any pretext is one of the unsatisfactory features of the work of Honorary Magistrates. District Magistrates again failed to take their full share of criminal work, but this neglect was more excusable than on previous occasions owing to the greater demand made upon their time by political work. The Sessions Court, Peshawar, was once more overwhelmed with work, and the permanent appointment of an Additional Sessions Judge, which still awaits the sanction of the Government of India, became a more imperative need than ever: as a stop-gap a temporary Additional Sessions Judge was appointed by the Local Administration. Connected to some extent with criminal and police administration is the administration of civil justice, for dissatisfaction with the latter may find vent in an increase of crime, though the reverse may not be the case. The Civil Courts were not kept quite so busy as in the previous year, which had been a record for the province, but the aggregate institutions were higher than in any year except 1915—a possible index of the prosperity of the people as a whole. As usual the pettiness of most of the litigation was its outstanding feature. On the whole the various Courts, especially the stipendiary Munsifs, managed to cope satisfactorily with the work, though the duration of contested cases rose considerably. A step in the right direction towards relieving officers of the Revenue Department of much of their Civil—as well as Criminal—Court work was taken towards the end of the year by creating the Judicial Extra Assistant Commissionerships referred to above; it has not been possible, however, to fill all these posts yet, and those in Kohat and Dera Ismail Khan remain vacant. There was a welcome awakening among the higher Judicial officers to the importance of more thorough inspection of subordinate courts. The capabilities of the Jail Department, the satisfactory manning of which was made very difficult by war conditions, and the capacity of the jails were both taxed to their utmost by the excessively large number of convicts, &c., with whom they had to deal,

and in the circumstances it is a matter for congratulation that there was little trouble during the year either as regards discipline or health, with the exception of a somewhat disastrous epidemic of typhus in the Peshawar Jail.

In the present times of constitutional agitation attention is naturally focussed more sharply than before upon the work of the Municipalities and District Boards. There seems little real progress to report in the realm of local self-government: the interest of members of both kinds of local bodies still require the stimulation and guidance of the official element; in some cases Municipal meetings had to be adjourned from lack of a quorum; most of the District Boards stand condemned by their Presidents' faint praise, though it is encouraging to note that in one district at least the Board's interest in the maintenance of its roads has been stimulated by placing at its disposal funds for the purpose. An extension of this principle might develop enthusiasm. No doubt the absence of Government grants owing to the war has crippled somewhat their powers, but in spite of this a greater attention to agricultural development at any rate might have been expected from the District Boards.

In the Revenue Department the work of the *patwaris*, who form to some extent the real backbone of the department, continued as satisfactory as one can expect from poorly paid and indifferently educated men: district and office *kanungos* were well reported on; mutations of land affecting the lands of sepoys on active service were suspended, which account for much of the balance of arrears in this branch of the revenue work; the quality of partition work showed an improvement. The energies of the Forest Department were crippled to some extent by financial stringency, and all large roads and building projects had to be abandoned. There was a brisk demand for timber for army purposes which the department did its best to meet; the gross income benefited, as a result, by a rise of nearly 23 per cent. over the average of the previous quinquennium. There were no marked signs of any dissatisfaction with the forest rules among the villagers. Sales and issues of salt by the Salt Department showed a considerable increase over the previous year, and the price of salt rose by 6 annas a maund. Trade generally continued to adjust itself successfully to the abnormal situation caused by the war with the notable exception of that carried by the Malakand route, which was interfered with to an excessive degree by the unrest in tribal country beyond the border and by the blockade of Swat and Bajaur. It is interesting to note that the value of both export and import trade with Afghanistan increased. The province is not a manufacturing one, and there is nothing to note under this head, though it is encouraging to read that the general health and sanitary conditions in the only four factories which exist were very satisfactory. Only absolutely necessary work was carried out by the Public Works Department, most of which was for the benefit of the Frontier Constabulary; but one important project must be noted, the construction of a road between Kam Shilman and Loi Shilman in the Khyber Agency. A very great strain was thrown upon the Buildings and Roads Branch by the various military demands. The necessity for economy left its mark on the Irrigation Branch also, which otherwise had a satisfactory record. The energies of the Archæological Department, likewise, had to be curbed for financial reasons, but the year's record was one of great interest at Taxila, the work at which place is described in detail in Chapter

VIII of Part II of this Report. The Medical Department again did good work in all its branches, considering the difficulties under which its establishment suffered. The one branch of the Administration, whose activities it is most undesirable to cripple on economical grounds, is the Educational Department but even so its building programme had to be limited. In other respects, however, it showed steady progress throughout the year; the decline in private Primary Schools was not an unmixed evil; Secondary Schools increased; there was a general improvement in the standard of teaching in the High Schools; the number of Girls' Schools grew, and an important step was taken in the institution of a Junior Anglo-Vernacular Class for training teachers qualified to give instruction in English and Vernacular subjects in the Middle classes of Anglo-Vernacular Schools. There is little of interest to note in the work of the Registration Department (in which the figures as a whole bear testimony to a continued appreciation of the value of agricultural land) or the Civil Veterinary Department, whose work was much hampered by the depletion of its staff owing to the war.

Turning now to external or frontier questions, these have been dealt with fully in the Annual Border Administration Report for 1916-17. But, as it is by the control of its frontiers that the administration of a frontier province must be judged in the main, it is necessary to summarise events briefly here. As remarked at the beginning of this chapter, all had been fairly quiet—except for persistent raiding in the Derajat by Mahsud gangs—all along the border up till about July or August. At the opening of the year 1916-17 the Mohmands had recently tendered their submission and offered to pay a heavy fine, and prospects of a fairly long peace with them seemed favourable. The effervescence in Swat and Buner had subsided. The Mohmand and Bajaur Mullas, however, kept the fanatical pot simmering by incessant, though unsuccessful, efforts to destroy the settlement with the Mohmands mentioned above, and the reports of the continued presence of the foreigners—generally spoken of as Germans—in Afghanistan fostered an uneasy feeling and an expectation among the Afridis and other tribes of hostile action from the Amir's direction or of possible anticipatory action on our part. This feeling was intensified towards the end of June by the activities of Mir Mast, *ex*-Jemadar of the 58th Rifles, a deserter from his regiment in France, who moved about Tirah registering in the name of the Sultan recruits for the Turkish Army, which, he said, was about to reach Kabul. The arrival in Tirah a little later of two so-called Turks added fuel to the smouldering fire. They produced a flag which they claimed to have been blessed by the Khalifa, announced themselves as the Sultan's plenipotentiaries, and offered the Afridis his protection and assistance against the British. They made similar attempts to enlist the neighbouring tribes. Though their activities made it impossible for our Political Officers to relax their precautions for a moment, yet nowhere did they meet with any real success until August, when, working through the notorious Haji Sahib of Turangzai who, by means of his *ex*-secretary, Maulvi Abdul Rahman of Delhi—now established at Kabul—and his secretary, Muhammad Ali, B.A. (Cantab.), and *ex*-teacher of the Amir's College at Kabul, kept in close touch with the anti-British party at Kabul, they began to affect the Mohmands by preaching and bribes. The Haji asked for and received assistance in the shape of armed men from the Colony of Hindustani Fanatics, set up a printing or lithographing press,

from which he issued a series of rousing *jehad* leaflets, and by the middle of September had stirred up the Mohmands to presenting an ultimatum demanding the immediate restoration of their allowances. Receiving what they considered an unsatisfactory reply, the Halimzai, Tarakzai and the Pandiali sections of the tribe opened hostilities by firing on regular troops near Hafiz Kor and raiding on an extensive scale. They received some half-hearted assistance from some of the Bajauris. It became necessary to despatch the Peshawar Flying Column to Shabkadr and to place the offending sections under a thorough blockade. This took the novel form of a barbed wire fence, made more formidable by a live wire throughout its length of 17½ miles, from Michni to Abazai, and by blockhouses at intervals of about 800 yards. In spite of this, however, on November 14th the Haji Sahib and the Babra Mulla assembled a force of about 6,000 on the hills west of Shabkadr. It was decided that our troops should disperse them the following day. Accordingly on the morning of the 15th the force at Shabkadr moved out against them; one brigade was sent a short distance beyond the wire to draw out the Mohmands, the guns remaining behind the wire and, working in conjunction with the aeroplanes, shelling the tribesmen on the hills round. The *lashkar* made a very half-hearted attack, and by the following day were rapidly dispersing, hastened on in this purpose by further attacks from our aeroplanes. After this the Mohmands gave little further trouble, but by the end of the year under review no actual settlement had been made with them, though the favourable prospects for such culminated in a final one shortly afterwards. After these events the winter on the border passed by quietly save for Mahsud raids. The Haji of Turangzai turned his attention to the Swatis, but the death of their famous Mulla, Sadullah Khan, in January 1917 left the extremist faction without a leader, and, far from responding to the Haji's excitations to *jehad*, the more important parties in Swat approached the Political Agent with proposals that Government should take over the valley! The behaviour of the Upper Swat tribes, indeed, continued so satisfactory that the blockade of the past 18 months was raised against them on March 10th, 1917.

As the year drew to an end the cloud on the Mahsud border, however, grew blacker. Though the tribe had harassed almost continuously the unfortunate Derajat border villages, they had until March 1917 avoided any direct challenge to our regular troops or the Militia. On March 2nd, 1917, however, they made a strong demonstration against the Militia fort at Sarwakai. In an unfortunate sortie against them the Militia suffered somewhat heavily and nearly lost the fort. The latter held out, however, till relieved about a week later by a column from Tank. Exaggerated reports of the event greatly excited the Mahsuds, and to some extent their neighbours, and the former embarked upon an active campaign against our posts and communications in the Gomal, which necessitated the despatch of the Waziristan Field Force to the Mahsud border. These events, however, belong to the narrative of 1917-18.

Thus closed a somewhat anxious year, from the beginning to the end of which His Majesty the Amir's firm adherence to the policy of neutrality announced by him at the commencement of the war proved of the greatest value. Throughout the year the Frontier Militias and Constabulary were tried severely and stood the test well; their work deserves special mention in connection with the successes gained by them against raiders in Bannu and the Tochi Agency. On January 13th, 1917, a gang of seven desperate outlaws was

exterminated in Bannu, and on March 20th of the same year a party of 17 was accounted for to a man in the same district. Both these events stand to the credit of the regular troops also, and it is interesting to note that in the latter affair the lessons learnt in the war in the West were turned to good account in the East in the shape of a very successful bombing attack by a party of the 52nd Sikhs on the gang when other tactics had failed. The development of the Air Service, which the war has likwise brought about, has not been without its value, both military and moral, on border politics.

# PART II.

# CHAPTER I.

# POLITICAL.

## 1. Physical Features of the Country, Area, Climate and Chief Staples.

(See Part II, pages 1—5, of the Report for 1911-12).

## 2. Historical Summary.

(See Part II, pages 5—14, of the Report for 1911-12.)

## 3. Form of Administration.

(See Part II, page 14, of the Report for 1911-12.)

## 4. Character of Land Tenures.

(See Part II, pages 14—19, of the Report for 1911-12.)

## 5. System of Survey and Settlements.

(See Part II, page 20, of the Report for 1911-12.)

## 6. Civil Divisions of British Territory.

(See Part II, pages 20-21, of the Report for 1911-12.)

## 7. Details of the Census—Tribes and Languages.

(See Part II, pages 21—28, of the Report for 1911-12.)

## 8. Changes in the Administration.

1. The office of the Chief Commissioner and Agent to the Governor-General was held throughout the year by the Hon'ble Lieutenant-Colonel Sir George Roos-Keppel, G.C.I.E., K.C.S.I. Towards the end of the year, owing to the great increase of work caused by the war, the Government of India sanctioned the appointment of a Military Secretary to the Chief Commissioner, mainly to relieve the Secretary and the Inspecting Officer, Frontier Corps, of all secretariat work connected with the Frontier Corps and Frontier Constabulary.

## 9. Frontier Affairs.

2. The administration of the Border forms the subject matter of a separate report.

## 10. Condition of the people.

3. The agricultural population forms the bulk of the inhabitants in the North-West Frontier Province, and it is most satisfactory to find that its standard of living has not received any set back during the year. Like the rest of the people agriculturists are feeling the pinch of prices which have been necessarily inflated by the continued progress of the war, but they are compensated by being able to command high prices for their produce. The rains on the whole were as satisfactory as in the average year, and the sowing of the main crops was carried out under favourable conditions. Certain parts were hard hit by the hailstorms and those crop diseases which frequently appear after excessive rainfall; but a disappointing yield of crops in the Dera Ismail Khan District was counterbalanced by a more than average outturn in the rest of the Province. Besides poor harvests, Dera Ismail Khan also suffered from the depredations of the Mahsuds, and the northern half of this sparsely populated district was almost brought to ruin. Nor did the

neighbouring district of Bannu escape from their incursions, and, as circumstances unfortunately compelled Government to refrain from any offensive in Independent territory, the state of the people continued to deteriorate. Apart from other causes tending to inflate prices, in Bannu and Dera Ismail Khan an additional factor lay in the detention of cereal stores by zamindars and grain merchants who expected that a scarcity of rain would force rates still higher. Fortunately their expectations were not fulfilled. The poorer classes were also benefited by the upward tendency of wages; and, though it might be expected that the cost of hired labour would rise owing to the heavy enlistment of recruits in certain parts of the Province, the annual influx of trans-border labour helped to keep down wages. In Dera Ismail Khan the labouring population was supported by a considerable demand for unskilled labour on public works, and in the Tochi Valley there was no lack of employment owing to the construction of roads and the new camp at Miramshah. If Bannu and Dera Ismail Khan are left out of account, there is reasonable evidence to show that the rest of the Province enjoyed a fair measure of prosperity. It is reported that the sale price of land was Rs. 78 per acre, and that the average price of all land permanently transferred was 157 times the revenue assessed; and if the figures are correct, they throw light on the low incidence of taxation and the general condition of the people. If further evidence were necessary, it could be found in the number of civil suits instituted during the year, the aggregate number being higher than in any previous year except 1915. On the other hand, in spite of the continuation of the war, serious criminal offences were still 15 per cent. lower than the figure for the year immediately before the war. At one time there was a fear that the falling off in crime was only temporary, and that its tranquillity might be disturbed by the return of wounded and discharged sepoys, of undesirable characters deported or expelled from other Provinces, and of immigrants returning from Siam and other parts of the world. But on the whole these fears have proved groundless. The general well being of the Province has not been disturbed by any serious epidemic except malaria. In spite of the prevalence of plague in the Punjab, the Province enjoyed almost entire immunity as in other years. An outbreak of small-pox was confined to Dera Ismail Khan District. But malaria was not only widespread, but of a virulent nature, the prevalence being due to heavy rain in August following on a moderate fall in the preceding months.

# CHAPTER II.

# ADMINISTRATION OF THE LAND.

## 1. Realisation of the Revenue.

[This Chapter is based on the Provincial Report on the Administration of Land Revenue for 1915-16, in which further details will be found, and, so long as the revenue year continues to differ from the financial year, it is impossible for this Administration Report to deal with the Land Revenue Report of the same year.]

**Demands and Collections.**

4. *Fixed Land Revenue.*—The demand on account of fixed land revenue in the year under report was Rs. 18,64,734 as against Rs. 18,60,554 last year. Out of this demand Rs. 17,82,232 were collected, leaving a balance of Rs. 82,502 at the end of the year. The percentage of collection to the demand was 96 as against 98 last year. The collections were generally punctual in almost all the districts except Peshawar and Bannu, and Tahsildars seem to have paid more attention to getting in the revenue with reasonable adherence to the fixed dates. In the Peshawar District some trouble was experienced in recovery from the big landowners, many of whom are in debt, while in Bannu the evasive habits of the Wazirs partly account for the delay in realising Government dues. But, generally speaking, the demand was collected with ease.

The suitability of the present dates for payment in each district and revenue-paying agency was carefully considered in the course of the year, and the conclusion was reached that there was no necessity for any change.

5. *Suspensions and Remissions.*—The suspended revenue at the close of last year amounted to Rs. 22,837, and Rs. 40,142 were suspended during the year under report owing to the widespread drought and general failure of crops in the Marwat Tahsil of the Bannu District. Out of the suspended revenue Rs. 7,060 were collected, leaving a balance of Rs. 55,919 at the end of the year. Rs. 8,252 were remitted on account of calamities of the season in the district of Peshawar and the two revenue-paying agencies, Tochi and Kurram.

6. *Fluctuating and Miscellaneous Land Revenue.*—Collections on account of fluctuating and miscellaneous land revenue amounted together to Rs. 2,58,974. Under the former head there is a decrease of Rs. 1,37,788, which is for the most part accounted for by the adverse conditions in Dera Ismail Khan District, where collections were much reduced owing to an entire absence of rain both in the hills and the plains at the time of sowing. The increase of Rs 1,320 in miscellaneous land revenue does not require any explanation. Owing to the sowings in Dera Ismail Khan (where alone the fluctuating system is in force) being far below the average, it was only necessary to depute one extra Tahsildar to supervise the *girdawari* work of one harvest. Owing to riverain action there was a net decrease of Rs. 2,697 in the demand, the assessment of 255 acres and 62 new mills being more than compensated for by the exclusion of 2,889 acres and 16 mills from assessment.

**Coercive processes for the collection of land revenue**

7. 2,204 processes were issued during the year under report, and a marked decrease in issue occurred in the districts of Hazara and Dera Ismail Khan, where only small arrears had to be realised. In only 47 cases was resort had to sale, and only in one case was the defaulter imprisoned. Inspections of the tahsils show that the Tahsil establishments do not use their power rashly or harshly on the whole, though one Tahsildar was reprimanded during the year for illegal action. The income from fees on processes amounted to Rs. 1,758, and, while the usual temporary peons were entertained, the cost of the establishment was small compared with the income.

Northern India Canal and Drainage Act (VIII of 1873) and Punjab Minor Canals Act.

8. Government canals irrigated 298,341 acres and private canals 453,334 acres. A marked increase has taken place in the area watered by canals to which Act VIII of 1873 is applicable: but it has been decided that it is not necessary to extend the Act to trans-border tracts under irrigation from the Upper Swat River Canal. The present system of direct administration of the Bannu canals by the Deputy Commissioner, assisted by a temporary Engineer, will be allowed to continue. This arrangement has given rise to some discussion, but after reference to the Government of India it was decided to carry on a system which has worked well in practice for a number of years. The Peshawar Canal Clearance Fund remained in an unsatisfactory state. Out of a total demand of Rs. 97,493 less than half was realised, a large outstanding balance of Rs. 50,867 being left at the end of the year. The outstandings against cultivators for the construction of certain works advanced from Rs. 36,739 to Rs. 45,269. The fund at Bannu is in a flourishing state, and now that the control of the canals is vested in the Collector the question of employing this balance can be considered. The Saddana Fund in Dera Ismail Khan District closed with a substantial balance of Rs. 71,469.

Advances under the Land Improvement and Agriculturists' Loans Acts.

9. The outstandings at the beginning of the year under both the Acts aggregated Rs. 5,59,877, while the sum of Rs. 1,19,220 was advanced during the year. There were considerable variations in the distribution of the loans in the several districts. In Bannu and Dera Ismail Khan no advances at all were made, while in Kohat only Rs. 12,680 was disposed of. In Bannu no genuine applications were received. In Dera Ismail Khan the absence of advances is explained by the fact that cultivators usually expend their own labour on improvements and merely have to purchase bullocks for the earth work of those works for which loans are made under the Agriculturists' Loans Act. In Kohat the takavi system for land improvement was badly administered, and tahsil inspections showed that the Tahsil staff inadequately supervised the application of sums professedly obtained for works. Such negligence merely encourages the spendthrift tendency among the peasantry. Takavi for seed and bullocks was freely taken throughout the Province, and the low figures of Peshawar and Kohat are merely attributable to the absence of rain at the time of sowing. The amount due for collection within the year amounted to Rs. 2,95,179, and of this sum a balance of Rs. 45,366 remained outstanding at its close. Punctuality in collection is less observed than in the case of Government demands payable through lambardars.

## 2. Surveys and Settlements.

10. No survey operations or boundary demarcations were carried out during the year under report.

## 3. Land Records.

Patwaris.

11. The number of Patwaris and Assistant Patwaris in the Province remained unaltered, namely 900. During the year 8 Patwaris were dismissed and 219 reduced, suspended or fined for misconduct, absence without leave or neglect of duty, as against 9 and 299 respectively in 1914-15. On the whole the general conduct and efficiency of Patwaris were as satisfactory as can be expected from men of small education and pay. An amendment, now under issue, of the Revenue rules on the subject of the inspection of their work will secure more regular supervision by Tahsildars and Naib Tahsildars, which is certainly one of the primary duties of the Tahsil officers. Of the total number of Patwaris in the Province 410, or 46 per cent., are agriculturists and 283 have passed the Middle School or higher examination.

Thirty-nine new appointments of Patwaris were made in the year throughout the Province, and 9 Patwaris were promoted to the post of Kanungo and other superior appointments on the District staff. The few higher appointments secured by Patwaris, as compared with their total number, show the small opportunities of promotion open to them, an inherent defect of the service, for which at present it is difficult to find a remedy.

12. Four new Kanungo candidates, all Muhammadan agriculturists, were accepted during the year, but the proportion of candidates who belong to agricultural tribes out of the total number of candidates is less than in the case of the Patwaris. As in former years a Kanungo examination was held at Peshawar during April. Of the candidates who appeared seven passed in all subjects, three were partially successful, and four failed altogether. Six vacancies occurred during the year, of which five were filled by Patwaris. District Officers clearly appreciate the benefit of the rule relating to the promotion of Patwaris. As regards the promotion of Kanungos, in Hazara one Office Kanungo was appointed to the post of District Revenue Accountant and another officiated for the whole year as Naib Tahsildar. The supervision of Patwaris' work by Field Kanungos might be improved, but this again depends on the Tahsildars and Naib Tahsildars. The work of District and Office Kanungos on the whole is reported to be of good quality, but District Kanungos are inclined to neglect the rule about inspecting the records of each Tahsil Office Kanungo not less than once in every six months. **Kanungos.**

13. The records of rights are generally in good order and well preserved, though in Dera Ismail Khan damage was caused by white ants to some of the early Settlement records. Necessary steps were taken to prevent this in future, and the wooden racks holding the records were replaced by iron ones. The records of the new Agror Settlement were inspected by the Revenue Commissioner and found in a satisfactory state. **Records of rights.**

14. There were in all 155,973 mutations for disposal against 162,788 in the preceding year. Of these 128,251 were disposed of, while 27,722 remained unattested at the end of the year, a balance which is much the same as in the three last years. In Hazara special arrangements are being made to clear off arrears, and a special Naib Tahsildar was sanctioned for the same purpose in Bannu District. The heavy arrears in Peshawar are partly due to the adjournment of attesting mutations which affect the lands of sepoys on active service, and partly to the prohibition of the attestation of mutations relating to Mohmand lands in the district. The mutation work of Tahsildars and Naib Tahsildars continues to show the old routine errors, and though the Revenue Assistants are perhaps realising the importance of this branch of their duties, they have not adequately discharged their responsibilities by checking the mutation work of the tahsils. **Mutations.**

15. There were 2,036 partition cases for disposal, including 321 pending from last year. Of these 1,695 were decided during the year and 341 remained pending, against 1,442 and 321 respectively in the previous year. Partition work on the whole is fairly well in hand, but the arrears in Hazara and Peshawar are still large. The total area involved in the decided cases amounted to 102,039 acres, of which 47,982 acres were cultivated. **Partition work.**

The quality of partition work has somewhat improved during the year, but it is necessary to comment on the practice of some Revenue Assistants of leaving the order prescribing the mode of partition to be written by the Reader or Muharrir of their Court, an objectionable and dangerous habit.

## 4. Wards' Estates.

16. At the beginning of the year there were seven estates under the Court of Wards, but during July the estate of Nawab Ahmad Nawaz Khan of Dera Ismail Khan was released. The release of the estate of Abdul Rahman Khan of Mardan was contemplated during the year, but proceedings were stayed owing to a belated audit of accounts. The ward of the Tangi estate in Peshawar District unfortunately died through a serious gun accident, and the estate is still managed by the Court pending a settlement among his heirs. Owing to the death of Daulat Khan shortly after the release of his estate, the district authorities are now considering the appointment of a guardian for his minor sons and the disposal of his property. **General.**

17. The total assets of the estates at the close of the year amounted to Rs. 72,75,199, or Rs. 11,45,181 less than the figures for the previous year, the decrease being almost entirely due to the release of the Shabkadar estate in **Assets and Liabilities.**

1913 and of the estate of Nawab Ahmad Nawaz Khan in July of the same year. A decrease of Rs 37,513 occurred in the estate of Daulat Khan; but this is merely a paper difference, as the capitalised value of the jagir always varies in accordance with the character of the harvests owing to the fluctuating system of land revenue in the Dera Ismail Khan District. The total cash balance of the estates on 30th September 1916 was Rs. 1,10,572. The assets of the Mardan estate show a marked increase, but no efforts were made to invest the amount owing to the intended release of the estate. The outstanding arrears of rent amounted to Rs. 72,326, of which the largest portion was due to the Mardan estate. Certain monies have been recovered from the ward's brother, but a large sum is still due from Abdul Akbar, a former lessee of the estate, against whom a decree for Rs. 75,000 has been obtained. Of the Rs. 13,041 outstanding in the case of the Khanpur estate, over Rs. 7,100 have been recovered since the end of the year, and hopes are entertained of the speedy realisation of the balance. The total liabilities of the estates fell from Rs. 25,833 to Rs. 3,570, the decrease being due to the release of the estate of Nawab Ahmad Nawaz Khan subject to a debt of Rs. 22,211.

Income and Expenditure.

18. The aggregate income of the estates was Rs. 1,01,362 against Rs. 1,64,805 of the previous year. With the exception of Mardan all estates show a decline. The actual decrease in the Khanpur estate is attributable to poor harvests, while the fall in the incomes of the Tangi and Topi estates was due to non-realisation of lease money and some recoverable items of jagir. The considerable reduction in the estate of Daulat Khan was partly due to bad harvests and partly to miscellaneous causes. The substantial improvement in the Mardan estate is explained by the recovery of interest on Government promissory notes and of certain lease money from the ward's brother. The total expenditure of the six estates under Government control amounted to Rs. 87,420 at the close of the year. The estates of Agror and Topi alone show increases. The increase in the former is due to the payment during the year under report of land revenue and cesses for Rabi of 1915. The rise in the expenditure of the Topi estate is accounted for by the construction of a house at Haripur for the ward and the purchase of buffaloes for agricultural purposes. In the Mardan estate the ordinary expenditure shows an increase, but as no investments or loans were carried out during the year, the total expenditure decreased by Rs. 3,838. The cost of management of all estates in 1916 was Rs. 12,910, a percentage of 13·46 as against 8·47 of the year before. The relative cost was excessive in the estates of Khanpur and of Daulat Khan, largely due to contraction of the ordinary income during the year, and, in the case of the latter estate, to the appointment of a special Naib Tahsildar in connection with the partition of the estate before its release. A sum of Rs. 5,000 was invested on behalf of the Daulat Khan estate in the Government of India 4 per cent. terminable loan of 1915-16. The only other transactions worthy of mention were the purchase of proprietary rights in an area of 13 acres and of occupancy rights in half of a water-mill and 67 kanals of land on behalf of the Khanpur estate.

## 5. Revenue and Rent-paying Classes.

Punjab Land Alienation Act

19. Permanent alienations under Section 3 (2) of the Act were sanctioned in 27 cases. By far the larger number of these occurred in Bannu, the balance being distributed between Hazara and Dera Ismail Khan. In Hazara nearly the whole transferred area was acquired by Government for the Sarai Kala-Havelian Railway. In Bannu 5 applications related to transfers in favour of Hindus of the money-lending class and 14 to transfers in favour of non-agriculturist Muhammadans, the total area amounting to 300 acres. The former were sanctioned in the interests of the alienors, whose families clearly benefited by the transactions: in the Dera Ismail Khan District two applications for permanent alienations in favour of money-lenders were also approved for a similar reason. No application was made for leave to alienate land permanently to residents of independent territory or of the adjoining districts of the Punjab, except that in one instance a mutation of land was attested in favour of a Mahsud who had been residing in a village of the Bannu Tahsil for a

long time. Temporary alienations under Section 6 (1) (*a*) of the Act were as usual very few in number. They occurred in Hazara only, where the total area so transferred was 39 acres as compared with 41 acres last year.

During the year no new devices to defeat the provisions of the Act came to notice. Two instances in Bannu District were of the usual *benami* type. In one case the purchase of land was made from a Pathan by a non-agriculturist, while the actual sale transaction was effected in the name of a member of an agricultural tribe. On the facts becoming known the sale transaction was commuted into one of mortgage.

**Transfers of land.**

20. Compared with last year the total number of transactions under gifts and exchanges rose from 2,067 to 2,423, but the area transferred decreased from 18,582 acres to 14,935 acres. It is to be observed that whereas in the Hazara and Dera Ismail Khan districts the number increased and the area decreased, in the Bannu District the contrary process occurred, but it would be premature to draw any definite conclusion from these figures at present. No cases have been brought to light in which gifts and exchanges have been used as a cloak for evading the provisions of the Act. The total area mortgaged with possession during the year amounted to 56,507 acres and the mortgaged money to Rs. 29,98,050 as compared with 51,236 acres and Rs. 23,50,416 last year. The increase is chiefly noticeable in Dera Ismail Khan, and is attributed to drought. Though the mortgaged area decreased both in Hazara and Bannu, the mortgaged money also increased in these two districts. Against the greater hypothecation of land during the year must be set off the fact that the total area redeemed amounted to 61,389 acres with a mortgaged debt of Rs. 19,83,780 as compared with 57,350 acres and Rs. 16,38,937 in the preceding year. The redemption figures, therefore, improved both as regards area and value, and the improvement was shared by all the three districts in which the Act is in force. On the whole, however, the mortgaged money discharged by redemption was Rs. 10,14,270 less than the amount incurred by new mortgages during the year, but in considering the effect of these statistics it has to be taken into account that the mortgaged debt discharged comes to Rs. 51 per acre of cultivated land as against Rs. 85 per acre on land mortgaged during the year under report. The total area sold during the year was 34,611 acres assessed at Rs. 10,027 as compared with 35,080 acres assessed at Rs. 7,983 in 1914-15.

**Transfers to and from Agriculturist tribes.**

21. The area mortgaged by agricultural tribes was 52,816 acres as compared with 49,179 acres in the previous year, while the area acquired by them in mortgages amounted to 50,210 acres as against 48,515. The agriculturists thus suffered a loss on temporary transactions, mainly due to the adverse agricultural conditions in the Dera Ismail Khan District. The balance of sales was slightly against agricultural tribes, so that the permanent gain by these classes has for the first time not been maintained during the year under report. In Bannu sales by Pathans increased without any corresponding increase in purchases, and it is probable that they employed the funds so raised in redeeming their encumbered property.

# CHAPTER III.

# PROTECTION.

## 1. Legislative Authority.

(See page 33 of the Report for the year 1911-12.)

## 2. Course of Legislation.

22. No Act specially concerned with the North-West Frontier Province was passed by the Viceroy's Legislative Council during the year under review.

## 3. Police.

[ Further details are given in the Provincial Police Administration Report for 1916. ]

**Police cases.**

23. The total number of true cognizable cases dealt with by the Police during the year was 4,741, an increase of 256 on the figures of 1915. There was an increase of 117 under Chapter VI (Public offences and offences against Special and Local Laws); the other five classes accounted for the balance of 139, of which more than half were due to serious offences against the person (Class II). Although there was a decrease in lurking house-trespass, a marked increase in dacoity raised the number of serious cases against property by 14; rioting and the harbouring of offenders were mainly responsible for an increase of 29 cases of offences against the State. In Peshawar and Bannu districts crime during 1916 was heavier than in 1915, and was also above the average of the years 1910—1915: the increase in Bannu cannot be put down to any particular cause, and has been progressive since 1913, the rise now representing 35 per cent. increase on the figures for that year. Compared with 1915 Peshawar District shows an increase of 189 cases, but this only slightly exceeds the figures for the last five years.

There has been a continued increase of murders since 1913, the number for the year under report being 416; these were disposed of as follows:—

| | | |
|---|---|---|
| (1) | Convicted by Judicial Courts ... ... ... | 61 |
| (2) | Acquitted by Judicial Courts ... ... ... | 21 |
| (3) | Convicted by Jirga ... ... ... ... | 115 |
| (4) | Acquitted by Jirga ... ... ... ... | 55 |
| (5) | Not detected or apprehended ... ... ... | 161 |
| | Total ... | 416 |

The number of dacoities committed jumped from 197 to 284, the Mahsud and Mohmand tribes being responsible for the majority of the cases, although a daring one was committed 500 yards from the Sadr Police Station on the Grand Trunk Road outside Peshawar involving the death of a British gunner.

**Criminal Investigation Department.**

24. The number of cases investigated by the Department during the year was 88: 22 inquiries were made at the request of the Superintendent of Police or of other Government officers. One officer was on special duty at Hazara under the Superintendent for the greater part of the year. The Department was mainly concerned with inquiry into political cases, and good results were the outcome of considerable work and correspondence. Two rifles were stolen from troops encamped in the Peshawar District, while 40 double-barrelled rifles were lost at Nowshera: the first case was traceable to professional rifle thieves, and the culprits in the latter have been detected. One large seizure of cocaine was made, but the smuggling of the drug into Peshawar is difficult to prevent, as it is imported concealed on the persons of Muhammadan women.

**Police working.**

25. The statistics for the year are very satisfactory, and the percentage of convictions to trials as well as to the cases investigated continues to show a steady improvement. In 1911 the percentages were 67·4 and 33 8 respectively: during the year under report they were 78·8 and 36·3. Only in cases of murder and theft is the percentage of convictions less than that of 1915; even in these cases the decrease is relatively small, while under grievous hurt the percentage has risen to the high figure of 69. The work of the Police has all along been handicapped by the unsettled state of the border; statistics are often misleading, but the fact that the figures for 1916 have only once been reached during the last nine years leaves no doubt as to the efficiency of their work

during the year, which has received also the commendation of the various Deputy Commissioners. The value of property stolen amounted to Rs. 7,04,834, but an examination of the figures shows that the Dera Ismail Khan District is responsible for nearly 4 lakhs of property stolen in dacoities committed by the Mahsuds. An increase in the above figures is counterbalanced to some extent by a higher percentage of property recovered, namely, 25·8 per cent. as compared with 18·6 of the previous year. The total number of cases declared false was only one more than in 1915, but there was a very commendable increase from 56 to 119 in the number of prosecutions ordered for bringing false cases and from 37 to 81 in the number of convictions. Again under Section 250, Criminal Procedure Code, the awards of compensation show an equally gratifying improvement, and, although in Kohat District none at all was made, the total amount awarded increased by Rs. 1,035. Of 1,164 persons convicted of offences against property 9·3 per cent. were liable to enhanced punishment. Fifty absconders surrendered themselves to the Magistracy or the Police; conciliation committees disposed of the cases of 34 proclaimed offenders, while the names of 1,219 remained on the register at the end of the year.

**Internal administration.**

26. During the year there was an addition to the force of one Sub-Inspector, 3 Head Constables and 33 Foot Constables. These were distributed between the Mohmadzai Post in Kohat District and the new Judicial lock-up at Charsadda. A reduction was also made of two Head Constables and 19 Foot Constables owing to the Military taking over the guard of the wireless telegraph installation at Peshawar. The force at the end of the year was up to strength, and recruiting was instantaneously stimulated by the rise of pay in 1915. At the end of 1916 the total vacancies among Lower Subordinates were only 61, a negligible margin, necessarily due to casualties, men pensioned, &c. Owing to a continued rise in prices a further war ration allowance of Rs. 2 per month has been granted from 1st April 1917. The results of consequent better recruiting will not be apparent at once, but the force is likely to benefit by a higher percentage of long service men. The number of educated men is 938, or 21·8 of the total strength : all Upper Subordinates with one exception are educated, and 75 per cent. have been trained at the Police Training School, Phillaur. 380 men were in possession of the St. John Ambulance Association's First Aid certificate, a satisfactory number when the disturbed condition of the districts are considered, owing to which very few men could be spared from their routine work. 461 officers and men were rewarded during the year, two officers receiving the titles of Khan Sahib and two that of Khan Bahadur. Thirteen persons escaped from police custody and three policemen suffered for their neglect in being judicially convicted and subsequently dismissed from the force. The number of deaths in the force rose from 47 to 68 owing mainly to an unhealthy year ; seven deaths occurred in the discharge of duty. Departmental punishments were 602 as against 555 of the previous year, a slight increase which does not indicate undue harshness, as difficulty in recruiting is bound to react on discipline.

## 4. Criminal Justice.

[ Further details are given in the Criminal Administration Report of the Province for 1916. ]

**Crime.**

27. The following table shows the state of crime in each district for the last two years :—

| District. | Offences reported. | | Complaints dismissed *in limine*. | | Cases struck off as false. | | Offences admitted to have occurred. | | *Compensation under Section 250, Criminal Procedure Code.* | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | Cases. | | Amount awarded. | |
| | 1915. | 1916. | 1915. | 1916 | 1915. | 1916. | 1915. | 1916. | 1915. | 1916. | 1915. | 1916. |
| | | | | | | | | | | | Rs. A. P | Rs. |
| Peshawar ... | 8,569 | 9,248 | 833 | 980 | 274 | 232 | 7,462 | 8,036 | 103 | 129 | 1,828 0 0 | 2,620 |
| Hazara ... | 5,478 | 5,901 | 1,925 | 2,221 | 199 | 156 | 3,354 | 3,524 | 153 | 193 | 1,283 0 0 | 4,109 |
| Kohat ... | 2,820 | 3,034 | 257 | 269 | 151 | 137 | 2,412 | 2,628 | 22 | 25 | 233 0 0 | 632 |
| Bannu ... | 4,175 | 3,650 | 1,150 | 1,028 | 112 | 142 | 2,913 | 2,480 | 62 | 65 | 812 0 0 | 1,080 |
| Dera Ismail Khan. | 2,720 | 2,672 | 533 | 489 | 109 | 97 | 2,078 | 2,086 | 45 | 43 | 802 8 0 | 1,359 |
| TOTAL ... | 23,762 | 24,505 | 4,698 | 4,987 | 845 | 764 | 18,219 | 18,754 | 385 | 455 | 4,958 8 0 | 9,800 |

There was a slight improvement in the number of cases dismissed under Section 203, Criminal Procedure Code. In Hazara the percentage of dismissals was 38 as compared with 35 in the previous year; the figures for Kohat and Bannu remained unchanged at 9 and 28 respectively, while Peshawar and Dera Ismail Khan showed only slight differences. Offences triable by Sessions Courts increased from 3,445 to 3,598, but were still well under the total reported in 1913. Murders reached the number of 353, a record figure since the formation of the Province; in Bannu most of the murders were the work of outlaws and Mahsuds. Dacoity remained much the same as in the previous year; an increase of kidnapping was due to trans-border activity, while in Dera Ismail Khan District 20 per cent. of the most serious class of crime is ascribed to inhabitants beyond the border.

**General results of criminal trials.**

28. Of the 35,645 persons whose cases were disposed of 18,560, or 52 per cent., were discharged or acquitted as compared with 56 per cent. of the previous year In Peshawar District the percentage of convictions remained substantially the same as last year. Kohat records a decline of 10 per cent., while Hazara, Bannu and Dera Ismail Khan show very substantial increases. The decrease in Kohat is put down partly to a series of large riot cases, in which only the ringleaders could be convicted, and partly to a number of persons being sent up for trial under Section 41, Frontier Crimes Regulation, on insufficient grounds. The figures for Hazara would have shown better results but for the unsatisfactory work of the Honorary Magistrates who acquitted 80 per cent. of the persons brought to trial before them. The Extra Assistant Commissioner at Mansehra had a still worse record, as he discharged or acquitted 936 out of 1,090 persons. Tahsil Courts dealt with 12,727 persons, of whom only 24 per cent. were convicted. A comparison with the figures of the Courts of 1st Class Magistrates shows that 31 per cent. were convicted in the latter Courts. The average duration of decided cases in the Province was the same as in the year 1915, namely, 8 days.

**Work of the Courts—**

**(a) Judicial Commissioner.**

29. The Judicial Commissioner disposed of 40 murder references, 144 criminal appeals and 153 criminal revisions as compared with 45, 136 and 172 respectively in the previous year. The average duration of appeals showed a decrease of 3 and stood at 18 days. The Judicial Commissioner inspected four Courts in the Peshawar District, three in Kohat, three in Bannu and two in Dera Ismail Khan.

**(b) Sessions Judges.**

The following figures show the work of the two Sessions Court :—

| Sessions Court. | Sessions cases. | | Criminal appeals. | | Criminal revisions. | |
|---|---|---|---|---|---|---|
| | 1915. | 1916. | 1915. | 1916. | 1915. | 1916. |
| Peshawar ... ... | 64 | 94 | 277 | 260 | 70 | 147 |
| Derajat ... ... | 56 | 60 | 241 | 310 | 21 | 29 |

Work was very heavy in both Sessions Courts and an Additional Judge had to be appointed at Peshawar. The average duration of Sessions cases in Peshawar was 56 days against 41 of 1915; in the Derajat work was disposed of as promptly as in the previous year, the duration being only 38 days in both years. The latter Court shows a duration of 13 days in appeal cases, while in Peshawar the average was more than double this figure. The Additional Sessions Judge inspected two Courts at Peshawar. Sessions Judges in passing sentences on 290 persons agreed with all the assessors in 184 and differed from all in 23 cases only.

**(c) District and Additional District Magistrates.**

District Magistrates disposed of 13 cases under their enhanced powers, 30 under their ordinary powers, and 1,764 cases under the Frontier Crimes Regulation. It is regrettable that District Magistrates were unable to take up a larger number of cases under Section 30 of the Criminal Procedure Code, but this was perhaps excusable in the existing abnormal conditions.

The District Magistrate of Hazara disposed of 1 case, the District Magistrate of Kohat 7, and the District Magistrate of Bannu 4, while the District Magistrates of Peshawar and Dera Ismail Khan took up none at all. Additional District Magistrates decided 174 cases under Section 30 powers.

(d) Honorary Magistrates.

Honorary Magistrates sitting singly and in benches disposed of 828 and 1,192 cases as against 998 and 1,111 respectively, in the previous year. Khan Bahadur Nawab Arbab Muhammad Hussain Khan of Landi was again to the fore with a high percentage of convictions; the results in some of the other Courts were very poor, especially in their attempts to deal with frivolous litigation. At Dera Ismail Khan the Magistracy suffered a heavy loss in the death of Rai Bahadur Malik Takht Ram, who after his retirement from the Provincial Service carried on a successful and useful career as Honorary Sub-Judge and Additional District Magistrate.

Punishments.

30. 46 persons were sentenced by the Sessions Judges to capital punishment; of these the sentences of 31 were confirmed by the Judicial Commissioner, while 3 persons were acquitted. The sentences of 7 were commuted to transportation for life and the convictions of 4 were altered. Of 3,395 persons imprisoned only 3,277 were sentenced to rigorous imprisonment. Several Courts, including those of the Cantonment Magistrates at Peshawar and Nowshera, almost entirely neglected this form of punishment. The remedy for this lies in a careful scrutiny by District Magistrates of the monthly statements. The amount of fines imposed amounted to Rs. 2,08,171 as against Rs. 1,17,994 of the previous year; of this total only 74 per cent. was realised and Rs. 27,787 was paid as compensation. A great improvement took place in the realisation of fines, the percentage in Bannu standing at 100 per cent. The increase in the total number of fines was due to an attempt to keep Magistrates from imposing petty sentences of imprisonment; actually the number of sentences for 15 days and under dropped from 414 to 271. The Tahsil Courts are naturally responsible for the bulk of fines imposed; in Hazara 1,488 sentences were passed involving a total of Rs. 18,577 in fines. Magistrates on the whole showed discretion in combining sentences of fine and imprisonment, and there is no reason why those offenders who are in possession of property should not be fined, and by their fines contribute towards the costs of the prosecution. This is a principle which is recognised and carried out in Europe, and may be applied similarly in India. Of 38 juvenile offenders 23 were whipped and 9 were dealt with under Section 562, Criminal Procedure Code, but several cases occurred in which with advantage juveniles might have been whipped instead of undergoing short terms of imprisonment.

Frontier Crimes Regulation.

31. The number of trials under the Frontier Crimes Regulation showed an increase of 30 on the year 1915 and stood at 512. Peshawar, Bannu and Dera Ismail Khan were responsible for the increase. The percentage of convictions was 45 as against 49 of the preceding year, Hazara heading the list with a percentage of 67. Although trials of this description are as a rule confined to the more serious offences, one case under Section 323, Indian Penal Code, was tried in Dera Ismail Khan, as well as another case under Section 498 of the same Code. Disappointing results in Peshawar tend to reflect discredit on the *Shahi* jirga system, and may be due to two causes—first, it is possible that the elders are not able to rely on police papers and Magisterial files as well as on oral evidence produced before them as they would on the result of local inquiry; and, secondly, chances of conviction probably suffer through the great delay in trial which frequently occurs in Peshawar District.

## 5. Prisons.

[ Further details will be found in the Report on the Administration of the Jails of the Province for 1916 and in the Statistics of British India, Part VI—Administration and Judicial. ]

General.

32. No increase has been made during the year in the number of jails and lock-ups in the Province or in the accommodation provided therein. Quarters for 227 additional prisoners were provided in the closing months of 1915.

**Numbers and classes of prisoners.**

33. The year opened with 2,555 prisoners of all classes (convicts, undertrial and civil prisoners) and closed with 3,237. The figures include lock-ups as well as jails. The increase occurred solely in convicts, who at the end of the year outnumbered those at the beginning by 691, while civil prisoners were the same in number and under-trial prisoners less by 9. The daily average number detained was 2,918 as compared with 2,546 in 1915, the average number of convicts being 414 in excess of the figures for the previous year. Besides the classes mentioned an unusually large number of political prisoners (daily average 560) were detained in the jails of the Province during 1916.

**Length and nature of sentences, escapes, &c.**

34. Exactly 90 per cent. of convicts admitted direct to Jail were under sentences of imprisonment for periods not exceeding 5 years, this percentage having been constant for the last four years. The percentage of those sentenced to 6 months' imprisonment or less was 41. The figure is high, but shows a drop of 9 per cent. as compared with the previous year, and exhibits the result of the efforts made to reduce the numbers so sentenced. 30 capital sentences were awarded and 6 convicts were under sentence of death at the beginning of the year. Of the total number 25 were executed, 2 released, 1 sentenced to transportation for life on appeal, and 8 remained under sentence at the close of the year. Sentences of simple imprisonment were imposed in 206 cases, a slightly smaller number than in 1915. Two convicted prisoners escaped during the year, one from the Bannu and one from the Dera Ismail Khan Jail. Warders were guilty of negligence in each case. Of the escaped convicts one was recaptured and the other made his way across the frontier. An unsuccessful attempt to escape was made by two other convicts in Dera Ismail Khan, and an under-trial prisoner escaped from the Nowshera Civil Hospital, where he had been taken for treatment under a special Police guard. 3,283 prisoners, an unusually large number, were fettered during the year. The increase was due to the greater Jail population and to the large number occupied in extra-mural employment.

**Conduct of Jail establishment.**

35. The behaviour of the warder staff was not very satisfactory, and 167 punishments were awarded to them, two being imposed by Criminal Courts, one in connection with the escape of a convict, and the other for theft from a jailor's quarters. Jailors and Assistant Jailors have been found wanting in knowledge of English, and their clerical work suffers in consequence. The pay offered to warders, which was revised in 1915, is considered by the Chief Medical Officer now to be too low to attract suitable recruits to the service in view of the increases granted in other departments and the rates now procurable for unskilled labour.

**Conduct of convict population.**

36. The number of punishments awarded to convicts has increased from 814 in 1915 to 836 in the year under report. The rise is not, however, proportionate to the rise (from 1,984 to 2,391) in the daily average convict population. The variations between different jails are so large as only to be attributed to the individual idiosyncrasies of different Jailors; but the general conduct of convicts was clearly not unsatisfactory. One-seventh of the total number of punishments was awarded to habitual prisoners, who numbered one-thirteenth of the total average convict population. Altogether nine floggings were inflicted, seven in Peshawar and one each in Kohat and Bannu. The percentage of punishments imposed on convict officers fell from 23 in 1915 to 21 in the year under report.

**Financial.**

37. The cost of the Jail Department rose by Rs. 43,073 to Rs. 2,36,643 for the year 1916. Expenditure on establishment increased by Rs. 7,331 owing to the enhanced rate of pay having been drawn for the whole of the year. Dietary charges rose by Rs. 10,838 partly as a result of the larger number of prisoners confined, and partly owing to a slight increase in the cost of practically all food grains. Hospital charges, which were unavoidably heavy owing to an epidemic of typhus in the Peshawar Jail, show an increase of Rs. 5,078. There was also a rise of Rs. 10,197 in the expenditure on the purchase of clothing and blankets, woollen clothing and blankets having been not only very dear, but very difficult to procure. Expenditure also increased under the heads Sanitary charges, Cost of transferring prisoners, Miscellaneous charges, and Extraordinary charges (purchase of tents). Receipts, as a result of the larger Jail

population, also rose. The net cash earnings resulting from factory operations amounted to Rs. 25,521, or Rs. 5,837 more than in 1915. The profits of Jail factories would have been higher had it not been necessary to close those in Peshawar owing to an outbreak of typhus.

Vital Statistics.

38. The daily average Jail population, including civil and political prisoners, for the year was 1,028 in excess of accommodation. This excessive overcrowding was dealt with by housing the surplus numbers in tents and suitable sheds, and in no case were extra numbers accommodated in barracks. Except in Peshawar the health of the Jail population was satisfactory. In Peshawar the early months of the year witnessed the outbreak of a disastrous typhus epidemic, which resulted in as many as 124 deaths out of 727 cases. In Dera Ismail Khan also there were 13 cases of the disease and one death, but the outbreak was checked before assuming serious p oportions. Apart from typhus the mortality per mille was in Peshawar Jail 26, in Dera Ismail Khan 19, in Kohat 17, in Bannu 11, and in Abbottabad 6. The last three figures are all extremely low. Pneumonia was responsible for 15 deaths among under-trial and political prisoners. Seven deaths were due to tuberculosis. Prisoners suffering from this disease are now being sent to a special ward in Abbottabad Jail.

## 6. Civil Justice.

[ Further details will be found in the Civil Justice Administration Report for the Province of 1916. ]

39. During the year under report 21,796 suits for money or movable property and 5,715 title or other suits were instituted compared with 23,182 and 5,744 respectively in 1915, and were distributed among the various districts as follows :—

| District. | Population. | Suits for money or movable property. | | Title or other suits. | | Total suits. | | Increase or decrease. |
|---|---|---|---|---|---|---|---|---|
| | | 1915. | 1916. | 1915. | 1916. | 1915 | 1916. | |
| Peshawar ... | 865,009 | 7,333 | 6,811 | 2,303 | 2,483 | 9,636 | 9,294 | —342 |
| Hazara ... | 603,028 | 4,102 | 4,831 | 1,280 | 1,529 | 5,382 | 6,360 | +978 |
| Kohat ... | 222,690 | 3,364 | 2,681 | 659 | 456 | 4,023 | 3,137 | —886 |
| Bannu ... | 250,056 | 4,235 | 3,535 | 963 | 783 | 5,198 | 4,318 | —880 |
| Dera Ismail Khan | 256,120 | 4,148 | 3,938 | 539 | 464 | 4,687 | 4,402 | —285 |
| TOTAL ... | 2,196,933 | 23,182 | 21,796 | 5,744 | 5,715 | 28,926 | 27,511 | —1,415 |

Institutions showed a marked decrease of 1,415 compared with the figures of last year, which constituted a record for the Province since its formation. Kohat and Bannu are mainly responsible for this further decline, but no satisfactory explanation of the phenomenon is forthcoming, though in both districts the decrease is mainly in suits based on unregistered bonds. From Kohat a suggestion has been made that the explanation is to be found in the large number of residents absent on active service, but this theory is not supported by the figures of the Hazara District, which has a recruiting ground as fertile as Kohat. The statistics for Hazara are a striking feature of the year. Every other district shows a marked decrease in suits, but in Hazara they have jumped from 5,382 to 6,360. The rise is partially explained by the local money-lenders taking advantage of the improved effectiveness of execution cases and of the good state of the crops during the year.

Nature and value of suits.

40. Of the 5,715 suits for title or other suits 4,609 represented claims respecting agricultural land, of which 1,566 were suits for pre-emption. The cause of increase in this class of suits is found in the extension of canal irrigation, when old claims to land are naturally raked up in the hope of obtaining a share in the general prosperity. The Patwari does not always stand above suspicion in these cases, and litigation is no doubt often fostered by the actions of dishonest and corrupt Patwaris, but until the land records are subject to a complete revision this difficulty will continue.

The number of pre-emption suits rose from 1,522 to 1,566. Peshawar records an increase of 70, and Hazara a still larger rise from 304 to 401. In Bannu and Kohat the fall was almost correspondingly large. The speculative element in this kind of suit was as predominant as in former years. From Hazara it is reported that in many cases composition was effected by the payment of a small fee by the vendee to the pre-emptor. It not unfrequently happens that a single sale transaction occasions as many as six or seven pre-emption suits which are brought merely for the purpose of extracting as much as possible from the vendee.

Matrimonial suits increased from 303 to 378. Hazara was responsible for 142 suits; in Kohat there were only 23 and in Peshawar 51; in Bannu the figures were almost doubled. In the three last named districts the bulk of matrimonial disputes are settled under Section 8 of the Frontier Crimes Regulation, and most of the suits brought in the Civil Courts are on account of dower, and tried in the Munsif's Courts. 195 such suits were dealt with in the latter Courts during the year.

Applications for insolvency declined from 236 to 230; of these 48 were withdrawn as against 68 of the previous year. Unsatisfied claims at the end of the year reached a total of Rs. 94,724, a notable increase on the outstanding amount of Rs. 27,685 of 1915. Realisations reached the sum of Rs. 1,41,911. There is no marked tendency of agriculturists to evade the payment of their just debts by having recourse to the Act, and in Hazara two prosecutions under Section 43 and the rejection of the majority of applications have checked such incipient tendencies among dishonest judgment debtors. During the year a novel point occurred through an insolvency application, the petitioner having been arrested in execution of a decree for rent passed under Section 8, Frontier Crimes Regulation; it was held that he could not be deprived of the benefit of the Insolvency Act merely because the decree was passed under the above Regulation.

The total value of suits instituted fell from Rs 46,47,684 to Rs. 44,33,469: the average for each suit was Rs. 161, which is Rs. 17 below the Punjab average for 1915. In Peshawar there was an increase of almost 3 lakhs; apart from Hazara, the other districts showed considerable shrinkages in value.

Disposals in Original Courts.

41. The following table shows the number of Civil Courts and the cases disposed of by them :—

| Grade of officers. | Number of officers at the close of the year. | | Number of cases disposed of. | | Percentage of total disposals. | |
|---|---|---|---|---|---|---|
| | 1915. | 1916. | 1915. | 1916. | 1915. | 1916. |
| Divisional Judges ... ... ... | 3 | 3 | 7 | 6 | ·02 | ·02 |
| District Judges ... ... ... | 5 | 5 | 564 | 634 | 1·7 | 2·08 |
| Sub-Judges with appellate powers ... | 1 | 1 | 29 | 83 | ·1 | ·22 |
| Assistant Commissioners ... ... | 7 | 9 | 411 | 452 | 1·3 | 1·3 |
| Extra Assistant Commissioners ... ... | 17 | 15 | 2,506 | 2,119 | 7·9 | 6·6 |
| Cantonment Small Cause Court Judges ... | 5 | 5 | 762 | 664 | 2·4 | 2 |
| Munsifs ... ... ... | 8 | 8 | 22,415 | 21,825 | 70·3 | 73·2 |
| Tahsildars ... ... ... | 16 | 16 | 2,393 | 1,936 | 7·5 | 6·3 |
| Naib Tahsildars ... ... ... | 4 | 5 | 225 | 602 | ·7 | 1·6 |
| Honorary Civil Judges ... ... | 11 | 9 | 2,558 | 2,074 | 8·03 | 6·7 |
| Total ... | 77 | 76 | 31,875 | 30,395 | 100 | 100 |

The Munsifs' Courts, as in former years, were hard worked, especially at Bannu and Dera Ismail Khan. It is satisfactory to note that appeals were preferred only in 452 cases out of the 5,029 tried by Munsifs under their ordinary powers, and of these only 120 cases were reversed or modified. The average of suits disposed of by the Munsifs was 2,712 for each court. The outturn of Tahsildars slightly decreased, but owing to the congestion in the Courts of the Naib Tahsildars at Swabi and Mardan the disposal by Naib Tahsildars rose from 225 to 602. A Judicial Extra Assistant Commissioner has now been appointed at Mardan, and it is hoped that he will be able to take over the bulk of the cases in the two above mentioned tahsils, as officers

of the rank of Naib Tahsildars have not as a rule the necessary experience or sense of responsibility to deal with complicated land suits. The Honorary Civil Judges disposed of 2,074 suits, of which more than half were decided in the Court of Khan Sahib Haji Arbab Ghulam Haidar Khan.

The average duration of contested and uncontested suits was 29 and 23 days respectively as against 31 and 12 for the previous year. The highest durations occurred in Dera Ismail Khan, and were particularly protracted in the Courts of the Extra Assistant Commissioners, where the average was 58 days. The Munsifs Courts with a duration of 39 days compare unfavourably with the Courts in Peshawar, where the average was only 19 days. The highest duration occurred in the Courts of the Sub-Judge of Mardan (94 days) and of the Extra Assistant Commissioner, Peshawar (147 days).

**Appeals and Revisions.**

42. The number of appeals disposed of by the District Judges and Sub-Judges with appellate powers was 527 as compared with 680, the decrease being shared by all Courts except Kohat, which shows an increase of 30 appeals. 27 per cent. of decisions passed by the lower Courts were modified or reversed. The average duration of appeals rose from 23 to 33, the highest figures being in Bannu. The number of regular appeals disposed of by Divisional Judges was 1,107, while the average duration in Peshawar was 209 days as against 111 in Derajat. The Court at Peshawar was burdened with heavy Sessions work during the year, and during the summer months the original criminal work was sufficient to occupy the time of one Judge. An Additional Divisional Judge has now been appointed for two years at Peshawar, and it is hoped that the severe congestion of cases will be relieved.

**Execution of decrees.**

43. There were 25,143 applications for the execution of decrees, and of these 22,645 were disposed of. In 29 per cent. of the cases satisfaction was obtained, the proportion being exactly the same as in the previous year: 58 per cent. were wholly infructuous, and the balance of 13 per cent. were satisfied in part. The total amount in execution was Rs. 22,83,540, of which 40 per cent. was realised, an increase of 3 per cent. on the figures for 1915. During the year an effort was made by most courts to render execution proceedings more effective, and, except in Hazara, judgment debtors were more frequently imprisoned. In most cases District Judges set a good example to subordinates Courts, especially at Hazara and Dera Ismail Khan; but results at Kohat were poor, and in the Bannu District Court only 32 per cent. was recovered. Out of Rs. 51,205 in execution in the Court of the Assistant Commissioner, Hangu, only Rs. 500 were recovered. In Hazara the figures for the district were spoilt by the poor results in the Courts of the Extra Assistant Commissioner. An enquiry made from the Courts in the district shows that the majority of infructuous applications are those in which decree holders have no hope of immediate recovery and file their applications to avoid the bar of limitation. There were 41 applications under Order XXI, Rule 2, by judgment debtors with a view to having payment out of Court certified; of these 38 were filed in the Peshawar District. There is no doubt that many decrees are settled out of Court, and it is to be regretted that so few judgment debtors avail themselves of the provisions of the above Order.

## 7. Registration.

[ Further details will be found in the Report on the Administration of the Registration Department, North-West Frontier Province, for the years 1914-15-16 and in the Statistics of British India, Part VI—Administrative and Judicial. ]

44. The Provincial Registration Report is a triennial one, and that which forms the basis of this paragraph deals with the years 1914, 1915 and 1916. The total number of compulsory registrations affecting immovable property has increased from 10,656 in 1914 to 10,737 in 1915 and 10,934 in 1916. The aggregate value of the property transferred thereunder (Rs. 86,31,315) in 1916, though higher than the figure (Rs. 80,47,176) for the previous year, shows a decrease as compared with the figure (Rs. 88,03,936) for 1914. Apart from local variations, however, the Provincial figures as a whole bear testimony to the continued appreciation of the value of agricultural land. Statistics which have been collected separately for agricultural and for urban land for the present and previous trienniums show that, whereas the value of the latter has remained almost stationary, that of the former has considerably advanced. The growth in value of agricultural lands, however, is chiefly contributed by Peshawar, where the cause is mainly

to be found in the opening of the Upper Swat River Canal. Optional registrations relating to immovable property have increased from 1,288 to 1,462 in the last year, though the value of the property affected has fallen by one lakh. During the same period the number of documents relating to movable property has advanced by 50 per cent., while the value has increased more than four times. There has been a rise, corresponding to the increase in business done, both in the income and in the expenditure of the Registration Department, the ratio between the two remaining constant. The general state of the Department has been satisfactory during the triennium, and there have been no cases of prosecution under the Registration Act.

## 8. District Boards.

[ Further details will be found in the Provincial Report on the working of District Boards in 1916-17 and in the Statistics of British India, Part VIII—Local Funds. ]

**Working of the Boards.**

45. The additional seat on the Bannu Board was absorbed on the occurrence of a vacancy, and the strength of the Board was fixed at 23, the figure at which it stood in 1913. No other alteration in constitution or jurisdiction was made during the year, and all death vacancies were filled up, except at Kohat, where a seat was kept vacant temporarily for a selected member about to retire from the Army. The total number of meetings held by the Boards during 1916-17 was 29, namely 7 special and 22 ordinary. In no case did the number of meetings fall below the prescribed minimum : the average attendance in other districts remained almost stationary, while in Peshawar there was a considerable drop from 52 to 47. No reasons are given for this decline, but no meetings had to be adjourned for lack of a quorum. No new rules were framed in the Province except at Hazara, where a set of business rules was adopted under Section 26, Punjab District Boards Act. From the District Reports on the progress of self-government during the year it appears that the members' interest in local affairs is still lagging, and requires stimulation and guidance by the official element. Most of the Boards stand condemned by the faint praise of their various Presidents. Probably the best way of raising interest or enthusiam will be found in distributing to the members those duties in which they have a personal interest, and in this connection it may be noted that in Peshawar the experiment of placing money at the disposal of members of each tahsil for improvement of the roads has proved successful, and roads neglected for years have now been made passable. In Hazara arrangements were made to place allotments at the disposal of members for road improvement, the work being done with the help of the Tahsildars. Only a small amount of funds was spent on sanitation during the year, but in the current budgets the omission has been rectified. Peshawar has allotted Rs. 12,000 for village sanitation, though it is reported that great difficulty was found in devising suitable schemes. In Kohat Rs. 2,000 is to be spent on village wells at the instance of the Civil Surgeon ; and in Dera Ismail Khan a like amount is allotted for petty sanitation. As for other activities of the Boards, the absence of Government grants has had a marked effect on their undertakings during the year. A lack of attention to agriculture is still to be noticed, and though generally their funds preclude any idea of fresh enterprises, the Boards could at least facilitate visits of their members to the Experimental Farm at Tarnab. Such visits might focus attention on better methods of cultivation and improved varieties of seed.

**Finance.**

46. The total income of the District Boards amounted to Rs. 5,79,146 and the expenditure to Rs. 5,23,103, both figures being much the same as those for the previous year. After the close of the year some of the District Boards invested a portion of their surplus balance on War Loans, 1920, the total sum invested being exactly one lakh. Income under Provincial rates was Rs. 2,06,430, a slight increase in Peshawar being balanced by falls in Bannu and Dera Ismail Khan on account of the failure of crops. Expenditure under Education was due mainly to the opening of new schools at Peshawar and Kohat ; the income also increased considerably, and it is evident that Boards concentrate their attention on the development of education. Income under the head Medical shows an increase of Rs. 60,385, largely due to the receipt of contributions from Government, and in Peshawar there was a small rise in expenditure due to the high prices of medicines and the appointment of an assistant clerk at the hospital at Mardan. The increase under Irrigation applies only to the Peshawar District. At the end of the year a sum of Rs. 8,273 was outstanding, and steps are now being taken for insistence on steady realisation and punctual recovery.

of the demand. There was again some difficulty in maintaining the flow of water in the Shabkadar and Doaba Canals owing to the deepening of the river bed. It is to be hoped that the new weir at Monda and the construction of the Doaba linked canal will yield better results in future. There was a heavy fall in receipts under the head of Civil Works, mainly due to smaller grants being received from Government. The sale of a serai at Mansehra helped considerably to swell the local funds. In Peshawar special grants were allotted for the construction of the schools at Tangi and Swabi and of plague detention huts at Khairabad, Mardan and Peshawar.

## 9. Municipal Administration.

[ Further details will be found in the Provincial Report on the working of Municipalities in 1916-17 and in the Statistics of British India, Part VIII—Local Funds. ]

Working of Committees.

47. The Municipal Committees and Notified Areas held 138 ordinary and 50 special meetings; no Committee held less than the prescribed number of 12 meetings, while the Galis Notified Area held one meeting. Attendance of non-official members was adequate on the whole, but at Haripur and Abbottabad meetings had to be adjourned for want of a quorum. At Hazara the members are reported to take an interest in Municipal work and not to depend entirely on official suggestions. Peshawar reports good work done in spite of family influences and ill-feeling between certain of the Hindu members. On the other hand Kohat and Bannu are less progressive: initiative lies almost entirely with the official members, though a scheme once started will arouse interest. A similar unflattering report comes from Mardan. It appears that although progress has been made in the past, the stage has not yet passed in which good management and initiative require a large amount of official assistance. Useful work is reported from the sub-committees which exist in all Municipalities, except at Peshawar and Dera Ismail Khan, where they are the subject of unfavourable comment. One reason given by Peshawar is the system of electing the sub-committee by ballot every six months. This undoubtedly causes a lack of continuous management, and a change in procedure is likely to increase efficiency. During the year several bye-laws were framed relating to health and public convenience. At Bannu an amendment was made to the Hackney Carriage Rules: bye-laws for the sale of meat, manufacture of aerated waters, and licensing of hackney carriages were framed at Kohat: in the Galis Notified Area rules were made for the regulation of traffic. Two fires broke out in the Hazara District, one causing damage of Rs. 20,000. The six fires reported in Peshawar were promptly dealt with by the Fire Brigade, which now possesses two steam fire engines and is under the management of the Assistant Superintendent of Police in charge of Peshawar City. Only in one case was serious damage done, amounting to Rs. 50,000. Among minor local improvements may be mentioned the scheme of the Dera Ismail Khan Municipality of a tube well with a pumping station for flushing the drains of the city and watering the roads and bazars. The estimated cost is Rs. 10,000.

Accounts.

48. The total income from octroi amounted to Rs. 5,73,179 as against Rs. 5,06,731 in the previous year. The increase is shared among all the Municipalities except Dera Ismail Khan. Peshawar heads the list with a rise of Rs. 53,900, due to the larger imports of Kabul fruits, unrefined sugar, and cloth combined with an increase in the price of these commodities. Octroi refunds at Peshawar are 43·23 per cent., a high percentage which almost makes the system unworkable. Apart from the cost of collection, the chances of fraud are considerable and not likely to be neglected. It is reported that there is a widespread feeling in favour of the substitution of a terminal tax. In Peshawar, however, the cost of collection was very low, in strong contrast to Haripur where the expenditure amounted to over 15 per cent. The income from other rates and taxes was Rs. 5,491 as against Rs. 5,247 of the previous year. In Kohat a new tax on hawkers was imposed under Section 61, Municipal Act: the income of the Notified Areas amounted to Rs. 80,504. No large schemes of public improvement were initiated during the year except a tannery serai and a vegetable market at Peshawar. Part of the water supply and drainage scheme at Peshawar and the whole of the water supply scheme at Bannu have had to be deferred to the end of the war owing to the high prices of materials. The cash balances of all Municipalities at the end of year amounted to Rs. 12,15,086 in cash and Rs. 2,91,283 in securities. Municipalities have patriotically supported the War Loan, Peshawar investing 4 lakhs of her surplus, Bannu 2 lakhs, and the other Committees according to their resources.

# CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

[ Further information will be found in the Provincial Land Revenue Report for 1915-16 and in the Agricultural Statistics of India, Volume I, Prices and Wages in India.]

Agriculture.

49. During the year the white variety of wheat known as Pusa No. 4 was selected for distribution as it was found to surpass all other varieties in yield, quality, resistance to rust and upstanding power. There was a large increase of the area sown with wheat this year, due partly to the seasonable rainfall, but also to the especial encouragement given by District Officers and the grant of takavi loans on the condition that repayment would be remitted in proportion to the failed area. Local sugarcane and maize still more than hold their own against exotic varieties, but the experiments in Egyptian clover have been very successful both in yield and in its immunity from the germs of tympanitis which the local *shaftal* is liable to give cattle. No further trials with beetroots were made, and a time more favourable for extending the production of white sugar must be awaited. The demand for young peach and plum trees from the agricultural station at Tarnab has shown the superiority of these over the local trees, not only in the fruit itself, but also in the extension of the fruit season by two months as a result of the early and late varieties.

## 2. Weather and Crops.

[ Further information will be found in the Report on Season and Crops of the North-West Frontier Province for 1916-17 and in the Agricultural Statistics of India, Volume I.]

Weather.

50. The report on which this summary is based deals with the *Kharif* harvest of 1916 and the *Rabi* of 1917. The rainfall for the summer of 1916 was on the whole about the average. There was good rain in May and June 1916 throughout the Province except in Hazara and Dera Ismail Khan districts in May. In July the rainfall was general, though below the normal, but in August abundant rain fell throughout the Province, while in September it was well above the normal in Peshawar, Kohat, Dera Ismail Khan and the Tochi, but in defect in other places. In October there were some showers only, while November was practically a dry month, except in Hazara, where a few showers of rain fell. In December, January and February the rainfall was below the average, but fortunately good and much needed rain fell in March and April. Thus the season, which opened most propitiously, belied its early promise, though the timely rains in March and April partly retrieved the situation.

Calamities.

51. Hailstorms occurred in some villages of the Peshawar and Kohat districts and the Kurram Agency, damaging the crops. The necessary remissions were allowed. In certain villages of the Bannu District hail also fell during April and May 1917, though no appreciable injury was caused to the crops. Locusts appeared in Bannu during the year, but passed on without making their presence felt on the harvest. The maize crop in the Kurram Agency was slightly diseased, and the wheat crop in the Lower Kurram, which appeared very promising almost up to the end of the season, was badly affected by *surkhai*, a disease which frequently appears in the valley in April owing to excessive rainfall. Great loss was occasioned, and the repayment of advances for takavi had consequently to be suspended.

Crops.

52. The total sown area of 1916-17 amounted to 2,875,438 acres, and was 597,485 acres, or 26 per cent., more than the corresponding area of the previous year and 71,477 acres, or 3 per cent., above the normal area. The

increase occurred both on irrigated and unirrigated lands, but was most marked in the latter, and was spread over all the Province, except the Peshawar District and the Tochi Agency, being most marked in Dera Ismail Khan, Kohat and Bannu. The harvested area amounted to 2,332,966 acres against 1,857,710 acres last year and 2,321,150 acres normal, the area that failed to yield a crop being largely in excess of the usual average.

**Kharif.**

53. The total area sown in *Kharif* 1916 was 1,067,420 acres, or 48 per cent. more than that of the preceding defective *Kharif* and 6 per cent. above the normal area of 1,004,051 acres. The expansion which occurred both in irrigated and unirrigated areas, especially the latter, was shared by all the districts, but not by the Tochi and Kurram Agencies. It is chiefly noticeable under the head "Cereals and pulses" in the districts of Dera Ismail Khan, Kohat and Bannu, and was due to useful rains at sowing time. The area that failed to give crops amounted to 174,119 acres, or 16 per cent. of the total area sown against 15 per cent. in the preceding year and a normal proportion of 17 per cent. The unirrigated area of Bannu and Dera Ismail Khan and the irrigated area of Peshawar were especially unfortunate in this respect. In Dera Ismail Khan the greater failure was due to the dryness of the latter part of the season, while in Peshawar, on the other hand, the increase in the failed area was caused by excessive rains at the time when the crops were maturing. The failure on the irrigated area of the Province as a whole was 9 per cent. as compared with 6 per cent. normal, and the unirrigated area was 21 per cent. against 23 per cent. normal. The net result was that the *Kharif* harvest was 6 per cent. above normal.

**Rabi.**

54. The area sown with *Rabi* crops was 1,808,018 acres, or 16 per cent. better than the previous harvest and about 1 per cent. above the normal area of 1,799,910 acres. The increase in the sown area was entirely confined to the unirrigated portion of the Bannu and Dera Ismail Khan districts, where it was extended by the remarkable amounts of 122,721 and 220,971 acres respectively as a result of the timely rainfall in both districts and consequent flow of water from hill torrents in the latter district. On the other hand the Hazara, Peshawar and Kohat districts exhibited contractions of 23,000, 55,000 and 15,000 acres respectively, due to lack of rain at sowing time. Of the total area sown 26 per cent. failed to produce crops against 20 per cent. last Rabi and a normal area of 314,160 acres, or 17 per cent. The percentages of failure in the districts and agencies ranged from 1 to the high proportion of 41. The harvested area of 1,339,665 acres has to be compared with 1,485,750 acres, the accepted normal. The Rabi harvest as a whole was thus somewhat below the average.

**Irrigated area of the year.**

55. The area of crops irrigated during the year amounted to 972,370 acres, and represented 34 per cent. of the total area sown. The extension of irrigation from the Upper Swat River Canal, some improvement in the available supply from the private canals of the Bannu District, and the longer period during which the Paharpur Canal and private canals ran in the Dera Ismail Khan District all contributed to the rise in the irrigated area.

The area irrigated by canals was 786,856 acres, or 27 per cent. of the total area sown. The increase in the area irrigated by Government canals in Peshawar amounted to 13,421 acres and in Dera Ismail Khan to 11,374 acres for the reasons above stated.

## 3. Arboriculture and Horticulture.

[ Further details will be found in the Provincial Report on District Boards for 1916-17 and in the Provincial Report on Municipalities for 1916-17.]

**Roadside trees and Municipal gardens.**

56. The District Boards expended Rs. 13,877 on arboriculture as against Rs. 14,897 in 1915-16. They also spent Rs. 3,559 on Botanical and other public gardens, being virtually the same as the previous year. The expenditure of Municipal Committees on arboriculture, public gardens and experimental cultivation dropped from Rs. 58,563 in 1915-16 to Rs. 46,308 in 1916-17.

## 4. Forests.

[ Further information will be found in the Progress Report on Forest Administration in the North-West Frontier Province for 1916-17 and in the Statistics of British India, Part IV (*b*)—Finance and Revenue. ]

**Communications and buildings.**

57. The necessity for economy due to the continuance of the war again led to the abandonment of all large projects, and the total sum expended on new works was only Rs. 305. In the Khanpur Range one mile of the existing road from Makhnial to Nurpur Shahan in the Rawalpindi District was improved at a cost of Rs. 141, and 4 miles of extraction paths were constructed to facilitate the removal of firewood from the Thandiani and Khanpur Ranges. Repairs were carried out to 179 miles of bridle and inspection paths at a cost of Rs. 2,367 as compared with 153 miles at a cost of Rs. 1,902 last year, giving a rise in expenditure of 14 annas per mile. The total expenditure amounted to Rs. 2,672 as compared to Rs. 4,004 in 1915-16.

Quarters for Forest officers were constructed at Dungagali and on the Khanpur Range at a cost of Rs. 450. The total expenditure on new buildings was Rs. 450 as compared with Rs. 833 last year, and the amount on repairs to buildings amounted to Rs. 2,549 as compared with Rs. 2,180 in 1915-16.

**Forest offences.**

58. The total number of offences which came under observation during the year was 2,327 as compared with a triennial average of 2,088 and 2,523 during 1915-16. A considerable number of these offences were of a purely technical character, and the more lenient treatment of such cases is receiving the attention of the Deputy Conservator of Forests. 29 were cases of injury by fire, including five which occurred in 1915-16, but were still under enquiry at the close of the year. This shows a rise by 11 over last year's figures, though the triennial average works out at 37 cases. In the Kagan Range there was a considerable increase in cases of unauthorised grazing. The total number of cases taken into Court was 109 as against 207 in 1915-16. There were in addition 55 cases pending at the close of last year. 118 cases were disposed of by Magistrates during the year, and the percentage of convictions was 95·76 per cent., which is satisfactory. The total amount of compensation realised was Rs. 8,136, giving an average of Rs. 3-12-5 and Rs. 2-3-11, which is a slight increase on last year, but virtually the same as previous years.

**Protection from fire.**

59. In the matter of fire protection the season was a good one, as the 24 outbreaks of fire involved only 137 acres of forests and only two fires exceeded 10 acres in extent. Two of the cases crossed from village forests, three were caused by carelessness of workmen employed by purchasers of trees, ten by travellers, &c., passing through the forest, five cases were classed as malicious, and four fires were probably lit to obtain fresh grass. Two cases were pending in Court at the close of the year, and in two cases convictions were obtained, in one of which three villages were fined 8 annas per house.

The cutting of fire-lines was continued in the Siran Range, but the efficacy was not tested owing to there being no fires. Special watches were also employed, but their employment is of doubtful value, as the men appear to neglect their patrol work and misuse their position, and the question of dispensing with them is under consideration. Punitive fire closures extended to 6,204 acres up to the end of March 1917, but at the close of the Forest year under report all but 1,469 acres had again been thrown open.

**Forest produce.**

60. The quantity of timber extracted departmentally was 32,000 cubic feet, or 1·89 of the total outturn, while the amount sold to purchasers was 1,657,317 as against the figures 2,124,446 of the previous year, but these latter figures were subsequently found unduly inflated owing to an error in calculation. Of the amount sold 1,644,000 cubic feet, or 97 per cent., was removed by purchasers as compared with 96 per cent. in 1915-15. The number of trees sold was 24,991 as compared with 15,624 in 1915-16, and the increase was due to the brisk demand for timber for army purposes. The total amount of firewood removed by purchasers was 441,000 cubic feet as compared with 368,000 last year, the rise being due to the restriction

on coal, the increased supplies to Kakul Cantonment and the Military camps at Burhan, and the increased demands for the Rawalpindi market.

61. The gross income of the year amounted to Rs. 2,61,783 as compared with Rs. 1,87,992 last year and Rs. 2,13,748 the average for the last five years. Of this income the principal items were Rs. 2,20,995 for timber sold to purchasers and Rs. 27,500 for timber sold by Government agency. The increase in the value of sales would have been much greater but for the fact that most of the trees were sold under leases executed before the war with no provision for a sliding scale ; prices of timber as compared with pre-war rates had risen by 30 to 50 per cent. at the close of the year and royalties for standing trees from 50 to 75 per cent. The total expenditure amounted to Rs. 1,23,023 as compared with Rs. 1,06,876 last year and Rs. 1,15,329 the average for the last 5 years. The increase was almost entirely confined to revenue producing sub-heads, the capital expenditure having remained practically the same as last year, the chief increases being Rs. 7,030 for firewood and charcoal for Abbottabad and Murree and Rs. 8,777 paid in seigniorage to villages as a consequence of the increased sale of trees. **Financial results.**

## 5. Mines and Quarries.

[ Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for 1916-17.]

62. Sales of Kohat salt amounted to 754,549 maunds during the year, being an increase of 364,634 maunds over the previous year. Issues showed a corresponding increase of 210,159, being altogether 713,731 for the year under report. The exports to Swat, Tirah and Kabul also increased by 1,686, 251 and 1,184 maunds respectively, while the local consumption increased by 57,375 maunds and the amount declared for places in British territory by 205,046 maunds. The price in salt increased by 6 annas per maund during the year in the Province. **Sales, issues and distribution.**

## 6. Manufactures.

[ Further information will be found in the Provincial Report for 1916 and in the Statistics of British India, Part I—Industrial.]

63. The number of factories subject to control under the Indian Factories Act remained at four, all in Peshawar. Of these three are cotton ginning factories which only worked very intermittently owing to the slack season. One factory now works an ice department during the hot weather when the ginning department is closed. The general cleanliness and sanitary conditions have been improved, and the supply of drinking water was generally satisfactory. The wages of unskilled labour owing to its scarcity due to the war rose slightly. The general health conditions inside the factories are far in advance of those obtaining outside, and no epidemics were reported, nor any case of excessive employment. One accident occurred owing to an oil man slipping and allowing his hand to come in contact with exposed spur gearing. The fencing or guarding of dangerous parts of machinery is now satisfactory. **Number of factories.**

## 7. Trade.

[Further details will be found in the Report on the External Land Trade of the North-West Frontier Province for the year 1916-17.]

64. A marked fall occurred in the total volume of trade, the value of which amounted to 235 lakhs against 307 lakhs in the previous year. The total was smaller than in any year since 1909-10, and the decrease was shared both by imports and exports, the former showing a decrease of 27 lakhs and the latter of 45 lakhs. The decline is a noticeable one, for before the war trans-frontier trade had been well maintained. An examination of the figures by countries, however, shows that the main cause of the decrease was the blow dealt to trade passing along the Malakand route owing to the unrest in tribal country beyond the border of British India, and more especially to the blockade of Swat and Bajaur. Otherwise the cumulative effect of unfavourable causes connected with the war was much smaller than might have been anticipated, and it may be said that, with the above exception, trade continued to adjust itself successfully to the abnormal situation. **Total trade during 1913-17.**

The proportion in which each country contributed to the total trade of the Province in the years 1915-16 and 1916-17 is given below:—

| | *1915-16.* | *1916-17.* |
|---|---|---|
| Tirah ... ... ... ... | 7 | 12 |
| Afghanistan ... ... ... ... | 37 | 52 |
| Dir, Swat and Bajaur ... ... ... | 47 | 24 |
| Buner ... ... ... ... | ... | 1 |
| Waziristan ... ... ... ... | 4 | 6 |
| Kurram ... ... ... ... | 5 | 5 |
| | 100 | 100 |

The statement shows that Afghanistan took the largest share of our trade for the first time since 1912, while Dir, Swat and Bajaur were responsible for less than one quarter.

**Tirah.**

65. The total trade with Tirah rose from 19½ lakhs to about 28 lakhs, the highest figures yet attained. Imports increased by Rs. 3,71,000 and exports by Rs. 4,87,000.

*Imports.*—In imports the principal increases were in Dyeing materials, Fruits, Hides of cattle, Skins of sheep and goats, Timber, Wool (raw), and all other articles of merchandise, manufactured.

*Exports.*—In exports the most marked advances occurred in Cotton (raw), Twist and Yarn (Indian), Piece goods (Indian), Indigo, Oils (other kinds) and Tobacco, and were due to the shortage of supplies in Tirah owing to the disposal of the previous year's stocks. On the other hand exports showed decreases under Twist and Yarn (European) and Piece goods (European). No doubt owing to the increase in the cost of these articles the market contracted and purchasers had to fall back on Indian and locally manufactured cloth.

**Afghanistan.**
[Northern and Eastern Afghanistan and Southern and Western Afghanistan.]

66. Trade with Afghanistan passes along six different routes, and the total, exclusive of treasure, amounted to 122 lakhs against 115 lakhs last year. The increase was shared both by imports and exports, the former rising from Rs. 33,97,000 to Rs. 36,30,000, and the latter from Rs. 80,90,000 to Rs. 86,06,000. The rise in the value of imports was the result of the large demand in India for various commodities required for the prosecution of the war.

*Imports.*—The most noticeable increases in imports were under the heads Horses, Ponies and Mules, Asafœtida, Dyeing materials, Hides of cattle, Skins of sheep and goats, Fruits, Ghi and Wool (raw). Generally speaking these increases are what might be expected owing to the influence of the war on the market. The decreases in imports mainly occurred in cattle, leather (manufactured) and shawls. Postins could not be spared for export to India owing to the requirements of the Afghan army, and the demand for shawls fell off.

*Exports.*—The increases in exports fell under a number of heads, namely, Horses, Ponies and Mules, Cattle, Animals (other kinds), Cotton (raw), Twist and Yarn (Indian), Piece goods (European), Piece goods (Indian), Earthenware, Fibrous products, Brass and copper, Iron, Petroleum, Provision (other kinds), Spices (other kinds), Stationery, Sugar (unrefined), Tobacco, Manufactured articles of merchandise and Silver. The rise under Piece goods (Indian) is, of course, due to the enhanced prices for goods of European manufacture with the natural result that they were supplanted by the Indian article. The large exports of brass and copper and iron are regarded by the Political Agent, Tochi, as symptomatic of general prosperity in Afghanistan.

The above increases in exports were to some extent counterbalanced by decreases under Apparel, Twist and Yarn (European), Indigo, Glass (other sorts), Gram and Pulse, Wheat, Other rain crops, Hides of Cattle, Leather (manufactured) and Silk (raw).

**Dir, Swat and Bajaur.**

67. Trade with Dir, Swat and Bajaur amounted to only 56 lakhs as against 144 lakhs in the previous year. The decrease both in imports and exports was practically limited to the traffic *viâ* the Bakhshi Bridge and Malakand route, especially the latter.

The extraordinary fall of 88 lakhs in imports and exports, as already explained, was the result of the blockade of Swat and Bajaur. The Political Agent, Malakand, points out that the statistics of Chitral trade show that the trade of that country with India and with the countries beyond considerably increased under all heads, so the reduction in trade by the Malakand was obviously the consequence of the local tribal trouble and not the direct result of the general adverse influence of the war on trade.

Trade with other areas.

68. Trade with Buner exhibited an increase of Rs. 2,43,961 in the total figures. Imports increased from Rs. 31,671 in 1915-16 to Rs. 1,31,360 in 1916-17, while exports rose from Rs. 34,562 to Rs. 1,78,834. The increase in imports occurred in all articles of trade, while that of exports chiefly under the heads Cotton (raw), Twist and Yarn (European), Piece goods, Indigo, Turmeric, Sugar (unrefined) and Tobacco. This trade activity was partly due to the removal of the blockade, but was more nominal than real owing to the diversion of the Swat and Bajaur trade to the Rustam route. Trade with Waziristan amounted Rs. 14,56,148 as against Rs. 13,76,672 in 1915-16. Owing to the continued generally disturbed state of Waziristan trade did not recover its former volume. Trade with the Turis of Kurram fell from about 15 lakhs in 1914-15 and Rs. 14,48,000 in 1915-16 to Rs. 11,25,000 in 1916-17, the decrease being almost entirely in exports, and due probably to the high prices prevailing in India consequent on the war.

## 8. Public Works.

[ Further details will be found in the Administration Report of the Public Works Department, North-West Frontier Province, for 1916-17. ]

Works carried out during the year.

69. Only work which was absolutely necessary was carried out during the year, the most important building works being the construction of head-quarters lines and ranges for the Frontier Constabulary in the Bannu District, a Frontier Constabulary post with a hornwork for travellers at Domanda, head-quarters lines and ranges for the Frontier Constabulary at Tank in the Dera Ismail Khan District, and the rebuilding of the offices for the Assistant Political Agent, Chitral, and quarters for his staff. The reconstruction of the Frontier Constabulary post at Draban and the construction of head-quarters lines and ranges for the Frontier Constabulary at Kohat and Oghi is in progress, as is also the construction of a Judicial Lock-up at Mansehra, while the Police posts at Nizampur and Akora were completed. As regards communications, the most interesting work during the past year has been the construction of the road between Kam Shilman and the Loi Shilman in the Khyber Agency. The work of constructing training bunds in the Shah Alam River, where the bank was being seriously cut away, and of constructing a sand bund of the type used on the River Indus across a cut-off channel was also executed, and proved very successful. The metalling of the road between Swabi and Jahangira in the Peshawar District was continued, while the construction of the metalled road from Shahbazgarhi to Swabi, also in the Peshawar District, was completed.

Expenditure.

70. The expenditure during the year was Rs. 23 44,079 compared with Rs. 26,35,010 and Rs. 31,40,306 in the two previous years. The budget grant for 1917-18 is Rs. 26,20,000.

## 9. Irrigation.

[ Further details will be found in the Administration Report of the Canals in the North-West Frontier Province for the year 1916-17 and in the Statistics of British India, Part III—Commercial Services.]

Lower Swat River Canal.

71. The area irrigated by the Lower Swat Canal amounted to 158,276 acres as compared with an average of 169,489 acres for the three years ending in 1914 and 160,330 acres in the preceding triennium, the decrease being mainly due to the heavy rainfall during August 1916 and the low river supply in October and November 1916. The area matured was 157,101 acres against 165,111 acres in 1915-16, the decrease being due to the smaller area irrigated and damage by flooding owing to heavy rain. The working of the canal resulted in a profit representing 10·96 on the capital invested. The masonry

work on the new weir above Abazai was practically completed during the year. Owing to the war the Stoney gates have not arrived from England, and temporary arrangements in lieu of gates have been made for holding up the water in the river at the weir.

**Kabul River Canal.**

72. On this canal Rs. 24,738 was spent during the year on new works, chiefly on the construction of a reinforced concrete siphon under the Bara River, which was about half finished during the year, and on diverting the Mullazai Nullah into the Lakrai Nullah. Rs. 45,024 was spent on extension and improvements, the most important being remodelling the main line of the Kabul River Canal, remodelling the Hazarkhani Branch, and constructing an aqueduct over the Lakrai Nullah to replace the old wooden one. Rs. 56,607 was spent on maintenance and repairs. The total area irrigated was 48,891 acres as compared with an average of 45,986 acres for the three years ending in 1915-16 and of 43,019 acres in the previous triennium; this represents an increase of 1,031 acres over last year. The matured area was 45,881 acres against 45,536 acres in 1915-16, the percentage of *kharaba* being 2·5 against 0·70 last year owing to the heavy rains. The operations of the year resulted in a profit of 5·35 per cent. on the capital invested as against a percentage of 1·87 in the previous year.

**Paharpur Canal.**

73. No capital expenditure was incurred during the year. Rs. 8,460 was spent on extension and improvements and Rs. 28,521 on maintenance and repairs. The area irrigated was 32,832 acres as compared with 17,280 in 1915-16, while the area assessed was 26,205 acres against 14,586 acres in the previous year. Realisations amounted to Rs. 31,092 against Rs. 39,621 of the previous year, but the canal is not a remunerative work owing to the water rates being extremely low and the extensive breaching every year from hill torrents, which throws the canal out of action just at the time when there is a keen demand for water.

**Upper Swat Canal.**

74. The expenditure (direct and indirect) under head of Capital Account during the year was Rs. 9,63,430, bringing the total cost debitable against the Second Revised Project Estimate to Rs. 2,01,90,020 as against the estimate amounting to Rs. 2,05,55,583. A small sum was spent on extensions and improvements and Rs. 2,13,186 on maintenance and repairs. The area irrigated during the year was 96,446 acres against 78,506 acres last year, and the area matured was 93,925 acres against 75,399 in 1915-16. In the Malakand Division irrigation is developing well, and efforts are being made to develop it more rapidly in the Mardan Division, where it is slow owing to some of the land being already watered by wells and some being sandy and needing terracing. In the Indus Branch the upper portions were opened for irrigation in March 1916, and water reached the tail of this branch for the first time in July 1917. The estimated value of crops matured by the canal was Rs. 45,08,448, which, after paying canal assessment of Rs. 3,07,957, left a sum of Rs. 42,00,491 to the agriculturists.

# CHAPTER V.

# REVENUE AND FINANCE.

## A. Gross Revenue.

[ Further details will be found in the Finance and Revenue Accounts of the Government of India for 1916-17.]

75. The following statement compares the receipts, expenditure and closing balances under the various heads of Revenue for 1915-16 and 1916-17. The figures of receipt and expenditure do not include opening and closing balances :—

| Heads. | Receipts. | | Expenditure. | | Closing Balance. | |
|---|---|---|---|---|---|---|
| | 1915-16. | 1916-17. | 1915-16. | 1916-17. | 1915-16. | 1916-17. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Provincial Revenue (Civil) ... | 51,59,592 | 56,86,801 | 1,29,32,286 | 1,36,38,009 | ... | ... |
| Local Funds ... ... | 11,55,512 | 12,74,767 | 11,37,900 | 12,15,520 | 6,56,196 | 7,15,442 |
| Municipal Revenues ... | 13,56,718 | 14,73,690 | 10,52,878 | 13,93,714 | 12,16,450 | 12,96,426 |
| Total ... | 76,71,822 | 84,35,258 | 1,51,23,064 | 1,62,47,243 | 18,72,646 | 20,11,868 |

## B. Provincial Revenue and Finance.

76. Details of Provincial Revenue and Expenditure are shown below :—

| Revenue. | 1915-16. | 1916-17. | Expenditure. | 1915-16. | 1916-17. |
|---|---|---|---|---|---|
| | Rs. | Rs. | | Rs. | Rs. |
| I.—Land Revenue ... | 21,29,255 | 21,40,293 | 1.—Refunds and Drawbacks ... | 22,423 | 27,503 |
| II.—Opium ... | 39,227 | 53,427 | 2.—Assignments and Compensations. | 17,769 | 17,842 |
| IV.—Stamps ... | 6,74,843 | 7,05,227 | | | |
| V.—Excise ... | 3,53,604 | 3,58,736 | 3.—Land Revenue ... | 6,32,824 | 6,57,548 |
| VI.—Provincial Rates ... | 3,715 | 3,048 | 6.—Stamps ... | 22,495 | 28,260 |
| VII.—Customs ... | ... | ... | 7.—Excise ... | 15,388 | 15,548 |
| VIII.—Income Tax ... | 1,71,418 | 2,60,447 | 10.—Income Tax ... | 955 | 903 |
| IX.—Forest .. | 1,86,815 | 2,40,985 | 11.—Forest ... | 1,04,795 | 1,18,108 |
| X.—Registration ... | 46,243 | 49,332 | 12.—Registration ... | 12,374 | 12,066 |
| XII.—Interest ... | 32,896 | 36,462 | 13.—Interest on ordinary Debt. | ... | ... |
| XVI-A.—Law and Justice—Courts of Law. | 1,74,293 | 2,05,268 | 14.—Interest on other Obligations | 197 | 206 |
| | | | 18.—General Administration ... | 3,69,421 | 3,61,994 |
| XVI-B.—Law and Justice—Jails. | 42,008 | 50,126 | 19-A.—Law and Justice—Courts of Law. | 6,41,577 | 6,64,590 |
| XVII.—Police ... | 32,280 | 27,825 | 19-B.—Law and Justice—Jails | 2,52,648 | 3,07,713 |
| XIX.—Education ... | 26,796 | 1,51,370 | 20.—Police ... | 19,32,256 | 22,06,589 |
| XX-A.—Medical ... | 1,339 | 726 | 22.—Education ... | 5,27,345 | 5,17,061 |
| XX-B.—Sanitation ... | 5,310 | ... | 23.—Ecclasiastical ... | 52,088 | 53,955 |
| XXI-A.—Agriculture ... | 2,450 | 772 | 24-A.—Medical ... | 1,31,621 | 1,82,791 |
| XXI-B.—Scientific, &c. ... | 135 | 443 | 24-B.—Sanitation ... | 2,59,712 | 2,21,002 |
| XXII.—Receipts in aid of Superannuation. | 20,089 | 26,956 | 25.—Political ... | 33,77,482 | 37,09,614 |
| | | | 26-A.—Agriculture ... | 80,060 | 61,623 |
| XXIII.—Stationery and Printing | 17,730 | 22,836 | 26-B.—Scientific and Miscellaneous Departments. | 8,479 | 16,052 |
| XXV.—Miscellaneous ... | 1,46,320 | 1,58,405 | | | |
| XXIX.—Major Works ... | 8,84,822 | 10,26,279 | 27.—Territorial and Political Pensions. | 57,670 | 59,933 |
| XXX.—Minor Works ... | ... | ... | | | |
| XXXI.—Civil Works ... | 1,68,004 | 1,67,858 | 28.—Civil Furlough and Absentee Allowance. | ... | ... |
| Transfers between Imperial and Special Revenue. | ... | ... | | | |
| | | | 29.—Superannuation, &c. ... | 1,76,011 | 1,76,962 |
| | | | 30.—Stationery and Printing ... | 1,08,548 | 1,19,265 |
| | | | 32.—Miscellaneous ... | 71,147 | 42,412 |
| | | | 33.—Famine Relief ... | ... | ... |
| | | | 42.—Major Works ... | 14,67,003 | 14,88,048 |
| | | | 43.—Minor Works ... | 33,282 | 39,457 |
| | | | 45.—Civil Works ... | 25,56,806 | 25,30,864 |
| Total ... | 51,59,592 | 56,86,801 | Total ... | 1,29,32,286 | 1,36,38,009 |
| Salt Department ... | 4,03,849 | 9,46,897 | Salt Department ... | 88,912 | 87,073 |

## C. Local Funds.

77. The Accounts of the Funds, with the exception of those of the Famine Fund, continue to be audited on the spot by a staff of peripatetic auditors, and the Examiner's audit reports are regularly submitted for the information of the Chief Commissioner.

### District Funds.

The transactions are shown below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Hazara ... | 67,457 15 5 | 1,27,844 14 8 | 1,95,302 14 1 | 1,09,400 8 6 | 85,902 5 7 |
| Peshawar ... | 1,02,392 5 0 | 2,20,273 2 11 | 3,22,665 7 11 | 2,17,156 5 7 | 1,05,509 2 4 |
| Kohat ... | 26,329 0 10 | 64,285 8 2 | 90,614 9 0 | 60,279 1 3 | 30,335 7 9 |
| Bannu ... | 44,783 15 10 | 78,046 8 9 | 1,22,830 8 7 | 88,615 3 7 | 34,215 5 0 |
| Dera Ismail Khan ... | 74,762 8 6 | 90,682 2 4 | 1,65,444 10 10 | 79,061 14 11 | 86,382 11 11 |
| Total ... | 3,15,725 13 7 | 5,81,132 4 10 | 8,96,858 2 5 | 5,54,513 1 10 | 3,42,345 0 7 |

The actual total receipts amounted to Rs. 5,81,132-4-10 as compared with Rs. 5,63,845-8-5 during the previous year ; while the total payments amounted to Rs. 5,54,513-1-10 as compared with Rs. 5,53,290-2-11 during the last year.

The expenditure has on the whole, and subject to the remarks made in individual Audit Notes, been incurred on objects authorised by Act XX of 1883 of the Punjab Government and the rules and orders issued thereunder.

### Cantonment Funds.

There are eight such funds. Their transactions, as compared with those of the previous year, are shown in the subjoined statement :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Abbottabad ... | 6,973 13 9 | 77,125 11 4 | 84,099 9 1 | 54,287 13 1 | 29,811 12 0 |
| Peshawar ... | 20,172 13 0 | 1,55,261 7 11 | 1,75,434 4 11 | 1,55,549 6 3 | 19,884 14 8 |
| Nowshera ... | 52,777 12 8 | 1,12,272 8 3 | 1,65,050 4 11 | 1,14,751 4 4 | 50,299 0 7 |
| Mardan ... | 4,283 4 3 | 13,730 2 3 | 18,013 6 6 | 14,467 15 1 | 3,545 7 5 |
| Cherat ... | 5,450 2 0 | 15,307 6 3 | 20,757 8 3 | 14,912 10 3 | 5,844 14 0 |
| Kohat ... | 2,229 2 6 | 34,317 1 4 | 36,546 3 10 | 34,164 13 1 | 2,381 6 9 |
| Bannu ... | 9,205 14 5 | 27,010 10 4 | 36,216 8 9 | 27,843 0 10 | 8,373 7 11 |
| Dera Ismail Khan ... | 3,865 2 3 | 36,140 13 0 | 40,005 15 3 | 31,503 13 6 | 8,502 1 9 |
| Total (1916-17) ... | 1,04,958 0 10 | 4,71,165 12 8 | 5,76,123 13 6 | 4,47,480 12 5 | 1,28,643 1 1 |
| Total (1915-16) ... | 1,36,753 11 7 | 3,99,210 7 7 | 5,35,964 3 2 | 4,31,006 2 4 | 1,04,958 0 10 |

The comparatively high closing balance of the Nowshera Cantonment Fund is due to the funds having been allowed to accumulate to carry out progressive measures.

## Cantonment General Hospital Funds.

There are three such funds and their transactions, as compared with those of the previous year, are shown below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Peshawar ... | ... | 7,398 1 4 | 7,398 1 4 | 7 398 1 4 | ... |
| Nowshera ... | 56 6 0 | 5,586 10 0 | 5,643 0 0 | 5,536 10 0 | 106 6 0 |
| Cherat ... | ... | 2,380 8 2 | 2,380 8 2 | 2,358 8 2 | 22 0 0 |
| Total 1916-17 ... | 56 6 0 | 15,365 3 6 | 15,421 9 6 | 15,293 3 6 | 128 6 0 |
| Total 1915-16 ... | 33 8 1 | 13,970 15 3 | 14,004 7 4 | 13,948 1 4 | 56 6 0 |

## Town and Bazar Funds.

The Hill Location and Sanitary Fund in the Hazara District and the Parachinar Bazar Fund in the Kurram District are the only funds under this head.

The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Hill Location and Sanitary Fund— | | | | | |
| 1915-16 ... ... | 2,567 2 0 | 741 3 5 | 3,308 5 5 | 877 12 10 | 2,430 8 7 |
| 1916-17 ... ... | 2,430 8 7 | 1,264 4 2 | 3,694 12 9 | 688 13 11 | 3,005 14 10 |
| Parachinar Bazar Fund— | | | | | |
| 1915-16 ... ... | 10,335 14 4 | 13,548 4 10 | 23,884 3 2 | 14,703 3 3 | 9,180 15 11 |
| 1916-17 ... ... | 9,180 15 11 | 21,974 14 1 | 31,155 14 0 | 26,470 4 2 | 4,685 9 10 |

## Medical and Charitable Funds.

The Lady Minto Swat Hospital Fund in Dir-Swat is the only fund of this description. The income of the fund is derived from the rent of shops, and is utilised in the maintenance of the male and female hospital. The receipts and payments of the fund during the year under report amounted to Rs. 49,766-4-2 and Rs. 65,611-0-6 respectively. The fund closed with a balance of Rs. 4,395-7-7. The expenditure includes a contribution of Rs. 10,000 to the Lady Hardinge Medical College, Delhi, and Rs. 9,500 to the Indian War Loan.

## Police Funds.

These are branches of the Police Remount Fund under the control of the Inspector-General of Police. Their transactions are shown in the subjoined statement :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Hazara ... ... | —1,924 2 3 | 586 7 7 | —1,337 10 8 | 720 3 0 | —2,057 13 8 |
| Peshawar ... | 5,930 1 1 | 1,527 13 0 | 7,457 14 1 | 600 2 0 | 6,857 12 1 |
| Kohat ... ... | 882 10 5 | 611 6 4 | 1,494 0 9 | 716 0 8 | 778 0 1 |
| Bannu... ... | —893 13 10 | 1,601 10 9 | 707 12 11 | 1,320 5 0 | —612 8 1 |
| Dera Ismail Khan ... | —2,389 14 6 | 607 0 0 | —1,782 14 6 | 659 14 1 | 2,442 12 7 |
| Total (1916-17) ... | 1,604 12 11 | 4,934 5 8 | 6,539 2 7 | 4,016 8 9 | 2,522 9 10 |
| Total (1915-16) ... | 1,167 10 3 | 4,555 2 4 | 5,722 12 7 | 4,117 15 7 | 1,604 12 11 |

The minus balances are permissible in the case of these funds inasmuch as for purposes of overdrawals all the individual balances of the several constituting funds are taken together and treated as one provincial balance.

### Public Works Funds.

These funds, known as the Canal Clearance Funds, exist in two districts. Their transactions are shown below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| Peshawar ... | 37,699 11 10 | 46,301 10 3 | 84,001 6 1 | 48,728 11 11 | 35,272 10 2 |
| Bannu ... ... | 87,638 3 2 | 31,774 6 11 | 1,19,412 10 1 | 23,146 1 7 | 96,266 8 6 |
| Total (1916-17)... | 1,25,337 15 0 | 78,076 1 2 | 2,03,414 0 2 | 71,874 13 6 | 1,31,539 2 8 |
| Total (1915-16)... | 1,23,065 11 3 | 75,977 11 5 | 1,99,043 6 8 | 73,705 7 8 | 1,25,337 15 0 |

### Agror Accumulation Fund.

The nature of this fund was explained in the report for the year 1902-03.

The sum of Rs. 37,000 on account of the surplus balance of the Agror Estates has been invested in Government promissory notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund.

The opening balance of the fund was Rs. 920-5-6 ; the receipts during the year amounted to Rs. 5,728-12-8 as compared with Rs. 4,460-7-0 in the previous year, and the payment to Rs. 6,649-2-2 against Rs. 4,823-1-5. The fund closed with no balance.

### Saddana or Embankment Fund.

This fund exists in the Dera Ismail Khan District and was sanctioned in the year 1906-07. The opening balance was Rs. 75,557-1-7; the receipts amounted to Rs. 45,358-10-11 and the payments to Rs. 22,922-5-8. It closed with a balance of Rs. 97,993-6-10. In the previous year the receipts and payments amounted to Rs. 69,368-15-4 and Rs. 37,626-8-6 respectively.

### Municipal Funds.

These are sub-divided into Municipalities proper and Notified Areas. There are altogether six Municipalities and eight Notified Areas in the North-West Frontier Province.

Their transactions are as noted below :—

*Municipalities.*

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payment. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Abbottabad ... | 85,798 8 4 | 50,097 7 7 | 1,35,895 15 11 | 49,638 9 6 | 86,257 6 5 |
| Haripur ... | 13,095 10 11 | 43,355 4 10 | 56,950 15 9 | 43,327 8 11 | 13,623 6 10 |
| Peshawar ... | 6,58,453 1 1 | 9,44,091 3 9 | 16,02,544 4 10 | 7,12,109 10 6 | 8,90,434 10 4 |
| Kohat ... | 89,695 11 8 | 80,588 10 7 | 1,70,284 6 3 | 70,982 5 2 | 99,302 1 1 |
| Edwardesabad ... | 2,10,861 8 2 | 1,54,354 3 2 | 3,65,215 11 4 | 3,14,027 3 10 | 51,188 7 6 |
| Dera Ismail Khan ... | 71,385 15 2 | 1,20,611 2 11 | 1,91,997 2 1 | 1,21,017 2 1 | 70,980 0 0 |
| Total ... | 11,29,290 7 4 | 13,93,598 0 10 | 25,22,888 8 2 | 13,11,102 8 0 | 12,11,786 0 2 |

## *Notified Areas.*

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Baffa ... | 3,173 8 2 | 9,786 6 1 | 12,959 14 3 | 8,443 0 0 | 4,516 14 3 |
| Nawanshahr ... | 1,687 7 4 | 2,526 15 4 | 4,214 6 8 | 2,469 13 2 | 1,744 9 6 |
| Gali ... | 5,646 13 10 | 3,122 8 0 | 8,769 5 10 | 2,440 6 8 | 6,328 15 2 |
| Nowshera Kalan ... | 701 10 0 | 3,292 12 6 | 3,994 6 6 | 2,603 15 7 | 1,390 6 11 |
| Beckettganj ... | 13,189 3 10 | 10,595 8 2 | 23,784 12 0 | 11,379 7 6 | 12,405 4 6 |
| Lakki ... | 1,569 15 11 | 1,771 4 0 | 3,341 3 11 | 1,478 0 6 | 1,863 3 5 |
| Tank ... | 40,625 4 10 | 34,410 13 11 | 75,036 2 9 | 31,595 12 8 | 43,440 6 1 |
| Kulachi ... | 20,565 2 10 | 14,585 13 5 | 35,151 0 3 | 22,200 15 9 | 12,950 0 6 |
| Total ... | 87,159 2 9 | 80,092 1 5 | 1,67,251 4 2 | 82,611 7 10 | 84,639 12 4 |
| Grand Total 1916-17 | 12,16,449 10 1 | 14,73,690 2 3 | 26,90,139 12 4 | 13,93,713 15 10 | 12,96,425 12 6 |
| Grand Total 1915-16 | 9,12,609 15 5 | 13,56,717 14 0 | 22,69,327 13 5 | 10,52,878 3 4 | 12,16,449 10 1 |

All the Municipalities and Notified Areas bank with Government treasuries. Their accounts opened and closed with credit balances during the year under report.

# CHAPTER VI.

# VITAL STATISTICS & MEDICAL SERVICE.

## 1. Details of Census.

[ See pages 55-60 of the Report for 1911-12. ]

## 2. Vital Statistics.

[ For further details see the Sanitary Administration Report of the Province for 1916. ]

**Births.**

78. The births registered during the year amounted to 69,074, the ratio *per mille* being 33·8, a slight increase over the year 1915, but below the average ratio of the previous five years. Bannu and Dera Ismail Khan districts show the greatest proportion of births *per mille*; Peshawar stands at the bottom with 31·8, Kohat remains almost unchanged, while Hazara reports a decrease of 6 per 1,000. As in previous years the excess of male births is abnormal, 123 males to 100 females. The ratio in other Provinces varies from 109 to 104, and obviously less care is taken in this Province in registering female births even than in other parts of India. The birth-rate also compares unfavourably with other Provinces, Bengal, Burma and Assam alone returning a lower one. In Punjab the rate is as high as 45.

**Deaths.**

79. A marked increase is shown in the number of deaths recorded, namely 61,422; the ratio *per mille* has risen from 23·6 to 30·09, and is now well above the average of 24 for the previous five years. Of the districts Hazara alone reports a slight fall, while the others all record heavy increases, Peshawar nearly 6,000, Dera Ismail Khan 3,000, and Bannu and Kohat over 2,000 each. The increase in mortality is directly attributable to the fevers which were very prevalent in Peshawar and Dera Ismail Khan districts. Out of 61,422 deaths no less than 49,042 are ascribed to fever. Cholera and plague hardly touched the Province, while small-pox was only responsible for ·1 *per mille* of the deaths. But, in spite of this heavy increase in mortality, the Provincial death-rate compares favourably with that of other Provinces. The usual roll of infantile deaths has to be recorded, 42 per cent. of the entire deaths being among children under 5 years of age. Out of every 1,000 children born 185 died under one year of age; but this figure is lower than the rate in other Provinces, and no doubt a more strict registration would enhance it. The proportion of Hindu mortality again exceeded that of the Muhammadan; this excess is usual, and is no doubt to be assigned to the fact that the Hindus are more of an urban population, and therefore more likely to make more accurate reports. Tahsildars and Naib Tahsildars inspected 1,819 villages, checked 7,564 death entries, and detected 3·84 omissions. The amount of checking done by them was not so great as usual, and the percentage of errors found was higher. It may be noted that the population and deaths of native Christians is returned at the same figure as in 1913, namely 322 with one death.

**Chief diseases.**

80. Apart from Dera Ismail Khan District, the Province enjoyed an almost complete freedom from cholera. Peshawar records only nine deaths; Kohat, Bannu and Hazara escaped altogether.

In Dera Ismail Khan the disease was prevalent from June to December, and was the cause of 185 deaths. In October it was on the point of disappearance, when a recrudescence occurred on the Tank-Pezu Railway attributed to the wandering Powindahs who infest the district in the winter. At the bridge-of-boats over the Indus travellers leaving the district were

inspected so as to prevent the spread of the disease into the Punjab. Small-pox caused very little mortality, although it was spread over the whole year, the month of April excepted: Peshawar District returned 120 out of the 128 deaths. Immunity from cholera, plague and small-pox, however, was more than compensated by the prevalence of malaria, due to moderate rainfall early in the season and heavy rain during August. Under fevers the increased number of deaths recorded was no less than 12,500, all districts sharing in the rise. Kohat suffered severely and the other districts only in a less degree. It is probable that the number of deaths returned as due to fever is roughly the same as in other years, and consequently the increased mortality was doubtless due entirely to malaria. The solution of helping a people burdened with malaria is yet to be found. It is costly to distribute gratis a sufficient quantity of quinine: it is still more costly to attempt drainage of water and sanitation of villages and rural areas; and simple coercion is not allowable. The only solution appears to lie in the schools, where the children may learn cleanliness and its resultant benefits, and afterwards demand it in their homes as a necessity rather than as a luxury. Diarrhœa and dysentery show a low mortality rate, slightly less than 1,015, but still higher than the average. The total number of deaths registered under respiratory diseases was 1,850, slightly more than in the previous year. The Province was almost free from plague, only 10 deaths being registered; these occurred in Hazara, two cases being imported from Kohala on the Kashmir road, while the rest came in from Independent territory, near Oghi Police Station, close to the Black Mountain.

## 3. Sanitation.

[ Further details will be found in the Sanitary Administration Report of the Province for 1916. ]

Sanitary improvements and projects.

81. None of the larger sanitary schemes which have been under consideration, and towards which grants-in-aid have been made, have been commenced. There are no officers available to supervise them, and as three of them are for new water supplies to cities and one at Peshawar for improved water supply and drainage, the present cost of piping of all kinds prohibits commencement.

The local Administration in 1915 sanctioned the employment of a private engineering firm to draw up estimates for a Bannu water supply and for the Peshawar City scheme. The former estimates have been completed, and the anticipated fall in prices is awaited. For the latter scheme provisional estimates have been received, and when detailed ones have been sanctioned it is proposed to commence work on masonry construction. The total scheme will involve a very large outlay and take several years to complete. Towards it Government grants of 5 lakhs have been made, 2 lakhs being given in 1916. One of the most important items of the scheme is the construction of more filter beds, and it is hoped to commerce this soon. The usual sanitary grant of one lakh was not received during 1916. The total income of Municipalities and Notified Areas was Rs. 13,95,000, sanitation absorbed Rs. 1,07,600, and conservancy changes slightly more. The largest item of expenditure was under Road, Drainage, and Water supply. The income of District Boards was Rs. 4,67,400, of which Rs. 40,500 was expended on the necessary item of roads.

## 4. Medical Relief.

[ Further details may be found in the Provincial Report on Dispensaries for 1916 and in the Statistics of British India, Part V—Area, &c.]

Hospitals and Dispensaries.

82. Two new travelling dispensaries were opened during the year, one at Zaida in the Swabi *ilaqua* of the Mardan Sub-Division, and the other for three months of the year only in the Pakhli plain of the Mansehra *ilaqua* in the Hazara District. The inauguration of these two raised the number of travelling dispensaries to six and the total number of hospitals and dispensaries to 87. At Swabi the Peshawar District Board, assisted by a Government grant, proceeded with the construction of the new dispensary.

Accommodation and attendance.

83. The total number of beds in State-Public, Local Fund, and Private (aided) dispensaries rose by four, from 875 to 879. The daily average attendance of in-patients in these hospitals was only 422, and not more than half the available accommodation was utilised. From these figures it would appear to be a better policy for District Boards to confine their efforts to travelling or stationary dispensaries and to provide accommodation for only an extremely limited number of in-patients at each dispensary. Money thus saved could be spent on the improvement and extension of hospitals at large centres where operations can be dealt with satisfactorily. The total number of in-patients was 12,885, a very slight decrease on the previous year. The out-door attendance was 26,400 more than in 1915; but only a slight rise was recorded in the Agencies. In Peshawar, Kohat and Dera Ismail Khan there were increases of 3,000, 19,000 and 14,000 respectively, a record which shows with fair accuracy the incidence of malaria.

Diseases treated and operations.

84. Almost half the total increase recorded in out-door patients was due to malaria, which appears to have been a very popular diagnostic decision during the year. Diseases of the eye also show an increase of nearly 11,000. Only four cases of plague are reported to have received hospital treatment, and, apart from a small local outbreak near Tank, the province was singularly free from cholera. The year under report shows a still further decrease of tubercular diseases which were treated in hospitals; only 1,500 such cases both among in and out patients were recorded, a very small proportion among 900,000 patients treated. Very few cases of enteric or of typhus were recorded. Both these diseases are generally responsible for a large amount of sickness, and the figures betoken a lack of sufficient care in diagnosis. The total number of operations done on in and out door patients is 4,800 and 32,000 respectively. In State-Special hospitals (Police, Canal and Militia) the number of operations was 2,812. Forty-six cases of small-pox were treated in hospitals; of these 34 had no vaccination marks, two had marks, and the condition of the rest is not reported. The following list shows the number of in-patients dealt with in the principal hospitals:—

| | |
|---|---|
| Bannu Mission Dispensary ... ... ... | 1,608 |
| Egerton Hospital, Peshawar ... ... ... | 1,272 |
| Duchess of Connaught Female Hospital, Peshawar... ... | 982 |
| Minto Hospital, Malakand ... ... ... | 671 |
| Dera Ismail Khan Municipal Hospital... ... ... | 679 |
| Mardan Hospital ... ... ... ... | 650 |

Buildings and equipment.

85. During 1915 no new hospital was completed. At Swabi the Peshawar District Board carried on the construction of the new dispensary. At a time when labour is difficult to procure and material is expensive construction can only be undertaken where it is urgently needed. An important increase was made in the establishment of two travelling dispensaries, one at Zaida in the Mardan Sub-Division and the other in the Pakhli plain of the Hazara District. Both of them are maintained by Provincial Funds. It is now proposed to replace the former by a dispensary for out-door patients only. Broadly speaking, the value of medical relief lies in the treatment of malaria and in operation work. The former can be done in out-door dispensaries, while the latter is not done even in district dispensaries provided with excellent wards and operating rooms The District Boards would offer some relief if they assisted indigent operation cases to travel to the nearest head-quarter hospital.

Infectious disease sheds have been enlarged or constructed in the vicinity of all towns.

Financial.

86. During the year the total receipts were Rs. 2,04,266; of this amount Government contributed Rs. 77,107, a decrease of Rs. 13,853 owing to a grant having been made in 1915, for the reconstruction of the Mansehra dispensary.

The total expenditure was Rs. 1,97,190, a decrease of Rs. 15,700. The sum of Rs. 7,507 was spent on dieting patients. The cost of patients, both in and out-door, inclusive of everything except expenditure on building and repairs, is given for a few institutions in the following table :—

| Name of Hospital. | Total in and out door patients. | Cost excluding building charges. | Expenditure per patient. |
|---|---|---|---|
| | | Rs. | Rs. A. P. |
| Egerton Hospital, Peshawar ... ... | 44,549 | 12,094 | 0 4 4 |
| Dera Ismail Khan Civil Hospital ... ... | 29,499 | 8,303 | 0 4 6 |
| Bannu Civil Hospital ... ... ... | 24,409 | 5,4.0 | 0 3 7 |
| Parachinar Civil Hospital ... ... | 31,38 | 3,611 | 0 1 10 |
| Bannu Mission Hospital ... ... | 25,577 | 14,383 | 0 9 0 |

**Medical relief in Agencies.**

87. In Chitral, Dir and Swat the dispensary at Mastuj was closed during the year owing to paucity of staff. Although no new hospital was built at Drosh to replace the one destroyed by floods, a considerable number of out-patients was recorded. The hospitals in Malakand did good work throughout the year, and it is reported that patients come from outlying villages several days' journey distant, and now bring in their wounded as soon as possible. At Landi Kotal there is no civil hospital, but 17,000 out-patients were attended to. As usual a large amount of medical work was done in the Kurram Valley mainly for malaria and septic gun-shot wounds. For the first time relapsing fever is reported here both among the civil population and the Militia. No less than 147 pounds of quinine was distributed among the valley population. At Tochi the scheme for improving the civil dispensary is in abeyance ; the enlargement and rebuilding was sanctioned in 1914, but the institution was looted early in 1915 when the serai was attacked. At Wana 20,000 out-patients were dealt with. No special disease was reported except malaria and an outbreak of small-pox among the Powindahs. The health of the Militia in the various Agencies was generally good. Among the Khyber Militia only seven deaths occurred. At Tochi anti-malarial measures were carried out in the shape of spraying the barracks with oil emulsion, using mosquito nets, and issuing prophylactic quinine. At Wana the Militia suffered 19 deaths, a ratio the of 12 per 1,000.

## 5. Vaccination.

**Establishment.**

88. The Chief Medical Officer was in charge of the Vaccination Department from the 1st April 1916 to the 17th May, and again from 20th November to 31st March 1917. During the intervening period charge of the Department was held by Major Crossle, I. M. S. The establishment included 2 Divisional Inspectors, 6 Superintendents, and 37 Vaccinators, and the services of one Vaccinator were dispensed with in the Chitral Agency owing to the closing of Mastuj Dispensary.

**Work done.**

89. Although the work of the Department was carried on under trying conditions in 1916, it has on the whole been well done, especially in regard to primary vaccinations. Peshawar and Hazara districts head the Province in the number of such vaccinations ; but it is still an accepted fact that in certain parts of the Province the value of secondary vaccinations is not fully appreciated by the poorer classes, and to their apathy and indifference is mainly due the decrease under this head. In the Peshawar District the decline is attributed to the blockade of the Mohmands and Swatis and malaria fever of a malignant type. The average number of operations carried out by each vaccinator has risen in a marked degree, and is one of the satisfactory features of the year 1915-16. The figures would have been even better if the work in the Dera Ismail Khan District had not been severely handicapped by border unrest. The percentage

of successful cases is about the same as in the preceding two years, namely, 98·03 for primary and 91·34 for secondary vaccinations. The average annual number of deaths from small-pox during the last five years was 891. The Agencies of Kurram, Tochi, Malakand and the Sub-Agency of Chitral all shared in a decline in vaccination. In the Sherani country the lambardars and influential men set their faces against the operation, and in Chitral the Vaccinator at Mastuj was withdrawn. In the autumn of 1916 a small-pox epidemic broke out among the Dotanis, and for the first time a vaccinator was employed in the Wana Agency. Arrangements have been made since for the employment of a vaccinator in the Agency for the six cold weather months.

**Expenditure.**

90. The total cost of the Department has risen from Rs. 15,177 to Rs. 15,450, the increase being mainly due to the use of a larger number of vaccine tubes. The cost per successful case continues, as in former years, to be kept low, and during 1915-16 amounted only to one anna and eight pies. The Province, as before, obtained its lymph from the Punjab Vaccine Institute: the cost during the last year was Rs. 1,974, while the average number of vaccinations performed with each tube varied from 36 to 52.

# CHAPTER VII.

# INSTRUCTION.

## 1. General system of Public Instruction.

Department.

91. The Educational Department is under the control of the Director of Public Instruction for the North-West Frontier Province. Previous to 1914 education in Baluchistan and the North-West Frontier Province was administered by a joint Director.

The Inspecting staff of the Department consists of (*a*) an Inspector of High Schools, who is also Principal of the Training College, (*b*) an Inspectress of Schools, (*c*) two Circle Inspectors in the Provincial Educational Service, and (*d*) five District Inspectors and four Assistant District Inspectors in the Subordinate Educational Service.

System of education.

92. The system of education is prescribed in the Education Code of the North-West Frontier Province. This Code was first published in 1915.

Colleges.

93. There are two Arts Colleges, the Islamia College and the Edwardes Mission College, both in Peshawar. They are affiliated to the Punjab University up to the B. A. standard. Both are aided institutions.

Secondary Schools.

94. Secondary schools are of three kinds—(*a*) High Schools, Anglo-Vernacular, containing six classes, namely, two High and four Middle classes, and in some cases four Primary classes in addition; (*b*) Anglo-Vernacular Middle Schools, containing four Middle classes and four Primary classes; (*c*) Vernacular Middle Schools containing four Middle classes and four Primary classes. All High Schools are managed either by the Education Department or by private bodies. In the latter case, if recognised, they may be either aided or unaided by Government. Anglo-Vernacular and Vernacular Middle Schools are managed either by local bodies, *i.e.*, District or Municipal Boards, or by private bodies. The former are aided by Government. In the latter case, if recognised, they may be aided or unaided by Government.

Promotion from Primary Schools and from Primary Departments of High Schools are made by District Inspectors and Head Masters of High Schools respectively on the results of an informal examination. Promotions from Vernacular Middle Schools are made on the results of a Departmental Vernacular Middle School examination. Pupils who are successful in this examiniation and enter a High School read for two years in a special class, in which special attention is devoted to English. Promotions from Anglo-Vernacular Middle Departments and Schools are made by the Inspector of High Schools and the Circle Inspectors respectively.

The Vernacular Middle School curriculum has recently been revised and made more practical. In 1914 the vernacular was made the medium of instruction in Anglo-Vernacular Middle Schools in all subjects except English. In 1916 the School Final system was introduced in High Schools. Under this system School Final certificates are awarded at the end of the High School course to pupils whose work is judged satisfactory by the Inspector of High Schools, and such pupils may then, if they desire, take the School Final Examination which is conducted by the Department. Candidates who pass this examination in any complete group of subjects recognised by the Punjab University for its Matriculation test are considered eligible for admission to a college affiliated to the University. The majority of the High Schools now take the School Final Examination. A small number take the Matriculation Examination of the Punjab University.

Scholarships tenable in High and Middle Schools and Middle Departments are awarded on the results of examination, a limited number of Middle Schools scholarships being assigned to boys whose special circumstances merit peculiar consideration, and who are eligible for, but have failed to obtain, any other class of scholarship. Scholarships tenable in Colleges are awarded on the results of the School Final Examination.

**Primary Schools.**

95. Primary Schools are managed either by local bodies, *i. e.*, District and Municipal Boards, or private bodies. The former are aided by Government, and in the case of District Board Schools the Education Department exercises a detailed control. Schools under private management may, if recognised, be aided or unaided by local bodies.

The Primary School course was reduced from 5 to 4 years, and a revised and more practical curriculum introduced in 1912. In 1916 the course in Primary Schools for girls was similarly reduced. No English is taught in Primary Schools or Departments. Primary education was made free in all schools under public management (*i.e.*, under the management of District and Municipal Boards) in 1912. This example has been generally followed by schools under private management. Scholarships tenable in Middle Schools are awarded on the results of special examination as described in paragraph 94.

**Training institutions.**

96. Training institutions consist of a Training College and a Normal School both situated in Peshawar. The latter prepares candidates for teacherships in Primary and Vernacular Middle Schools. Ninety stipends are provided for students attending this school. The qualification for admission is the Vernacular Middle Standard. The course, extending over one year, has recently been revised and made more practical. The Training College was established in 1916 for the training of teachers in the Anglo-Vernacular Middle Schools and Departments. Twenty stipends are provided for students attending the College. The qualification for admission is the Matriculation or School Final Examination standard. The course is two years.

## 2. Education.

[ Further information will be found in the Quinquennial Report on Public Instruction for the North-West Frontier Province for 1912—1917. ]

**Number of institutions and scholars.**

97. The following tables show the number of educational institutions for boys and girls in the Province in the years 1915-16 and 1916-17 :—

*Boys' Schools and Colleges.*

| Class of institution. | *Number of institutions.* | | Increase and decrease. | *Number of scholars.* | | Increase and decrease. |
|---|---|---|---|---|---|---|
| | 1916-17. | 1915-16. | | 1916-17. | 1915-16. | |
| Arts College ... | 2 | 2 | ... | 177 | 146 | +31 |
| Training College (Normal School.) | 2 | 1 | +1 | 75 | 87 | −12 |
| High Schools ... | 17 | 16 | +1 | 5,469 | 5,418 | +51 |
| Middle Schools ... | 33 | 31 | +2 | 7,144 | 6,783 | +361 |
| Primary Schools ... | 585 | 584 | +1 | 25,697 | 26,363 | −1,266 |
| Private Schools ... | 260 | 313 | −53 | 4,361 | 5,523 | −1,162 |
| Total ... | 899 | 947 | −48 | 42,323 | 44,320 | −1,997 |

*Girls' Schools.*

| | | | | | | |
|---|---|---|---|---|---|---|
| Middle Schools ... | 4 | 3 | +1 | 787 | 607 | +180 |
| Primary Schools ... | 42 | 40 | +2 | 2,484 | 2,883 | −399 |
| Private Schools ... | 49 | 82 | −33 | 691 | 1,702 | −1,011 |
| Total ... | 95 | 125 | −30 | 3,962 | 5,192 | −1,230 |

The above tables show that there has been a total decrease of 78 institutions and of 3,227 in the number of scholars attending them. It will be noted, however, that the decrease in the number of institutions has taken place only among private schools, and the decline in the number of scholars is mainly in those institutions. Out of a total decrease of 3,227 scholars private schools are responsible for 2,173. From the point of view of educational

progress and efficiency, the decline of private schools is not to be deplored, since the vast majority of these institutions are ill-staffed, ill-equipped and characterised by indifferent teaching, irregular attendance and general slackness. During the quinquennium ending in 1916-17 the number of private schools has declined from 580 to 309, and the number of pupils in attendance from 9,428 to 5,052.

The decline in the number of Primary Schools is due partly to the unsettled state of the Bannu, Dera Ismail Khan and Peshawar districts owing to frontier disturbances, partly to the prevalence of malaria in the Peshawar District, and partly to the raising of three flourishing Primary Schools (one for girls and two for boys) to the status of Middle Schools.

In other respects the year has witnessed steady numerical progress, the decrease in the number of pupils attending the Training Institutions being due to special causes which are explained below.

98. The expenditure on education in the years 1915-16 and 1916-17 is shown in the following table :— Expenditure.

| Sources. | Expenditure in 1915-16. | Expenditure in 1916-17. | Percentages to total expenditure 1915-16. | Percentages to total expenditure 1916-17. |
|---|---|---|---|---|
| | Rs. | Rs. | | |
| 1. Provincial ... | 2,85,878 | (a) 2,85,878 | 30·3 | 28·0 |
| 2. District Funds... | 2,72,195 | 2,81,752 | 28·9 | 27·4 |
| 3. Municipal Funds | 68 792 | (b) 1,99,295 | 7·3 | 19·3 |
| 4. Fees ... | 1,03,972 | 1,13,5 2 | 11·0 | 11·0 |
| 5. Other sources ... | 2,11,833 | (c) 1,47,191 | 22 5 | 14·3 |
| Total ... | 9,42,670 | 10,30,628 | 100 | 100 |

(a) No new grants were given during the year.

(b) The increase in expenditure is due to the fact that the Peshawar Municipality transferred a sum of Rs. 1,25,000 to the Public Works Department for the construction of new buildings for the Training College.

(c) The decrease is due to the fact that fewer building operations were undertaken by the Islamia College authorities

99. The number of Colleges remained the same as in the previous year. The number of students in attendance rose from 146 to 177, the increase taking place chiefly at the Islamia College. It is a striking testimony to the enthusiasm which the latter College has evoked among the people of the Province that a considerable sum was raised by private subscription and endowment in a year of financial stress for expenditure on buildings and furniture. 26 out of 47 candidates were successful in the F. A. Examination and 6 out of 28 in the B. A. Examination. Arts Colleges.

100. The number of Secondary Schools has increased from 47 to 50 and the number of pupils from 12,201 to 12,613. The percentage of qualified teachers has slightly declined from 70·17 to 68 14, a result which is largely attributable to the opening of three new Anglo-Vernacular schools with comparatively weak staffs. The reports of Inspectors and Examiners testify to a very general rise in the standard of teaching in the High Schools as the result of the introduction of the School Final system, and it is satisfactory to note that the improvement has taken place not only in written, but also in oral work. The results of the School Final Examination which was held for the first time in the year under report were particularly gratifying, 109 out of 159 candidates being successful, while the results of the Matriculation Examination (which is still taken in some schools) were better than in the previous year, 114 candidates out of 171 being successful. It is noteworthy that there has been an increase in the percentage of successful candidates in the Vernacular Middle Examination, 127 out of 195 candidates passing as compared with 111 out of 174 in the previous year. Secondary Schools.

101. The number of Primary Schools for boys and girls increased by 1 and 2 respectively, the new schools being opened by Municipalities. The causes of the decline in the number of scholars attending these institutions have Primary Schools.

been described above. One effect of the decrease has been a fall in the number of assistant teachers who are generally men of inferior qualifications, with the result that there has been a slight increase in the percentage of qualified teachers from 39 to 42. The percentage of such teachers would have been higher but for the necessity of reducing temporarily the output from the Normal School, as explained below. It is a matter for satisfaction that although the number of girl scholars has decreased, there has been an increase in the number of Girls' Schools. Female education in the past has been handicapped by the lack of a proper inspecting agency. The appointment of an Inspectress of Schools which has been made in the current year is calculated to popularise female education and to make it more efficient. Financial stringency has again limited building operations.

Training institutions.

102. The Junior Anglo-Vernacular Class was started in the year under report with ten students. The purpose of this class is to train teachers qualified to give instruction in English and Vernacular subjects in the Middle classes of Anglo-Vernacular Schools. As class and hostel accommodation for these students had to be provided in the Normal School building, it was necessary to reduce the number of Normal School stipendiaries. Hence the fall in the number of Normal School students which appears in the table above. A site has been chosen for new buildings for the Training College and the Normal School, and it is hoped that building operations will be started at an early date. When the buildings are completed it will be possible to increase the number of Normal School stipendiaries. At present a large number of Vernacular Middle School candidates have to be refused admission owing to want of accommodation.

Education in the Agencies.

103. In the Kurram and Tochi Agencies there has been a slight decrease in the number of schools and scholars, but again it is noteworthy that the decrease has taken place mainly in private institutions. Thus in the Kurram Agency there was a decline from 9 to 5 in the number of private schools, and from 6 to 1 in the Tochi. It is significant that the number of public schools and scholars in attendance increased in the latter agency, while in the former there was a decrease of one public school and of 31 scholars In the Sherani country the number of schools and scholars remained the same. In the Khyber a slight increase took place in the number of scholars. In the Malakand Agency three new schools were opened during the year, and the number of scholars increased from 296 to 338. It is interesting to note that no less than 68 boys from the trans-frontier areas attended the Islamia Collegiate School. Of these 19 came from the Khyber and 8 were Mahsuds and Bhitannis from Southern Waziristan.

## 3. Literature and the Press.

[Further information will be found in the Statistics in British India, Part VII—Education.]

104. The number of Presses at work in the Province in 1916 was the same as in 1915, namely 20. The only newspaper in the Province is one printed in Peshawar, which is merely a daily reprint in English and the Vernacular of Reuter's telegrams.

## 4. Literary Societies.

There are no Literary Societies in the Province worthy of mention.

# CHAPTER VIII.

# ARCHÆOLOGY.

[ Further details will be found in the Report of the Archæological Survey of India, Frontier Circle, for 1916-17.]

Conservation.

105. No conservation work could be undertaken during the year under report except at Taxila. All the monuments which had been laid bare during the field season were repaired under the personal supervision of the Superintendent, while chaukidars were placed on duty night and day to protect them from the inroads of ignorant or mischievous intruders. Under Section 3 of the Ancient Monuments Preservation Act the Buddhist remains situated on the Takht-i-Bahi hill, 9 miles north-west of Mardan, were declared protected monuments. Efforts were made to acquire the Kanishka Chaitya and Monastery at Shahji-ki-Dheri near Peshawar, but owing to the unreasonableness of the landowners who insisted on exorbitant terms for the sale of the land the scheme had to be dropped. On the other hand, thanks to the exertions of the Deputy Commissioner, Hazara, the unique Ionic temple of Jandial in Taxila is to be acquired by Government, as the owners of the land have now agreed to its acquisition.

Exploration and research.

106. The activities of the Superintendent were mainly centred in further exploration of the ancient sites at Taxila, as in former years. The places newly explored include the Badalpur stupa and the remains on a hill near the village of Jaulian. The former was examined as far back as 1863 by Sir Alexander Cunningham, and is said to have yielded a human skeleton which the explorer took to be the relic of a Buddhist apostle. According to his account the stupa had nothing but its original rubble core intact, but the present excavations revealed first a high plinth and steps leading up to the berm of the stupa, and later the stone platform on which the stupa is raised, as well as a surrounding row of cells. Although the remains are badly damaged in places, the moulding pilasters and masonry are sufficiently well preserved to enable the original plan and character of the stupa to be determined with some certainty. At its base the stupa roughly measures 81 by 74 feet, and is rectangular in shape ; it faces the east, where a broad stairway gives access to the berm above. The pilasters of the plinth are of massive proportions, standing at intervals of nine feet, but their capitals are not traceable either *in situ* or among the debris. The drum of the stupa rises about 20 feet above the base of the plinth. It resembles the plinth in general construction and is circular in shape. The dome unfortunately is entirely missing, and the surrounding cells are also badly damaged. Some of these appear to have been used as chapels, while the rest may have been residential quarters for the monks. From the style of masonry and the coins found in the excavation the monument seems to belong to the latter part of the third century A. D. Close to the stupa, about 70 yards on the east side, are the remains of a very large monastery.

The second site of excavation lies on the crest of a hill close to the village of Jaulian and to the old Mora Moradu stupa and monastery. The remains consist of two stupa courts and a monastery. The Main Court is built on an artificial terrace ascended by a flight of steps on the north side, and contains a big stupa in the middle with a number of smaller memorials in the procession path all round and a single row of chapels behind them. One of the smaller stupas still bears well preserved stucco reliefs on its plinth, and yielded from a square chamber in the centre a relic casket of unusual size. The casket is shaped exactly similar to a stupa, and contained three smaller reliquaries in which were found small pieces of bone almost reduced to powder by the lapse of time. The monastery is built on similar lines

to other buildings of the same nature at Taxila. There is a deep rectangular courtyard in the centre, with a broad verandah just above it, and a line of cells at the back running along the four sides of the monastery. But the most important discovery of this site are fragments of a birch bark manuscript written in ink in Gupta, together with a burnt cornelian seal engraved in the same script. The manuscript is likely to throw some light on the history of the site, and is the first of its kind to be discovered in any early monastery in India.

The excavations of the Tahkal Bala stupa within the grounds of the Islamia College have now come to an end. The style of masonry and the coins discovered point to the end of the third or the beginning of the fourth century as the period of its construction. The stupa is cruciform in shape, the plinth is square, faced with massive lime stone blocks and measuring 118 feet on each side. Above the moulding are pilasters with Corinthian capitals set at intervals of three feet.

**Museum.**

107. During the year under report the Museum was closed to the public on 56 days, namely 52 Sundays and 4 days on which the Higher Standard Pushtu Examination was held in the Victoria Memorial Hall. A healthy sign of increased interest in the Museum is the number of visitors, which rose from 54,511 in 1915 to 61,230 in the year under review. Of these 6,774 were females. The lack of additional accommodation continues to be felt, but no improvement can be expected under the present circumstances, when a dearth of funds forbids any extension of the building. Among the list of acquisitions for the year are 2 gold, 40 silver and 46 other coins; certain sculptures and inscriptions presented by Sir Aurel Stein; and four stucco images reported to have come from the Shpola stupa in the Khyber Pass and made over to the Museum by Mr. S. E. Pears, Political Agent, Khyber. All the coins in the Museum, no less than 4,660 in number, have been cleaned, checked with the records, classified and registered anew. An attempt is being made to arrange these exhibits scientifically and to keep them in a special iron safe, so that they may be within easy reach of those scholars who wish to study them. A proper show case has been prepared for the collection of gems and seals, and they are now exhibited to the best advantage The Superintendent has also arranged to have a revolving show case in the upper gallery, in which can be seen photographs of the various sites excavated in the Province and also of the more important antiquities recovered. This should encourage the general interest in the contents of the Museum.

# CHAPTER IX.

# MISCELLANEOUS.

## 1. Ecclesiastical.

[ See pages 71-72 of the Report for the year 1911-12. ]

## 2. Civil Veterinary Department.

[ For further details see the Report of the Civil Veterinary Department for the Province, 1916-17. ]

**Establishment.**

108. The appointment of a whole-time Superintendent for the Province has of necessity been deferred owing to the war, while further progress with the sanctioned scheme for the reorganisation of the Department was delayed for want of staff. The work of the Department was further hampered by the absence of five Veterinary Assistants who volunteered for active service: up to the end of the year under report seven Assistants, or 25 per cent. of the whole cadre, had left civil employ in response to the call for skilled men in the Army. One student from Kohat has gone to the Punjab Veterinary College in accordance with the scheme by which one candidate is sent annually from each district in succession.

**Disease and its treatment.**

109. During the year 18,791 cases of contagious disease were reported, of which only 1,827 proved fatal, the corresponding figures for the previous year being 22,144 and 1,840 respectively. 131 pathological specimens were received and examined by the Superintendent, part of them sent from the North Punjab and part from the North-West Frontier Province. Among equine diseases there were four cases of glanders; diagnosis was confirmed in all cases, the animals destroyed, and Rs. 62 paid to the owners as compensation. One case of anthrax and thirteen of *surra* were reported; while 202 animals attacked by other contagious diseases are said to have died. Bovine contagious diseases were responsible for 1,164 deaths out of 14,546 reported, as against 1,350 and 16,593 respectively in the previous year. Rinderpest appeared in all the districts and agencies except Bannu; 620 cases and 309 deaths were reported. The disease was less prevalent than in 1915-16 owing to a similar decrease in the adjoining districts of North Punjab, from which it usually enters the North-West Frontier Province. 3,797 animals were inoculated in 17 outbreaks of rinderpest as against 10,020 in 40 outbreaks in the year before. 4,089 animals were also inoculated against hæmorrhagic septicæmia. Foot-and-mouth disease appeared all over the Province: black-quarter was restricted to one district, Hazara. On the whole the contagious outbreaks were less severe than usual. Patwaris have also now been ordered to send reports both to the Tahsildar and the Veterinary Assistant, which ensures more strict obedience to orders by the Patwari and more prompt action by the Assistant. There were 17 Veterinary Hospitals in the Province, and a total number of 50,720 animals were treated at them; this is a slight decrease over the previous year's figures owing to the closing down of the hospitals at Teri and Nowshera.

**Breeding Operations.**

110. Equine breeding operations in the Province remained as they were during the previous year, there being one horse stallion less than and one donkey stallion in excess of the sanctioned scale. There were 12 bulls at work at the end of 1915-16, three additions and two casualties having occurred during the year. An additional donkey stallion was provided for the Dera Ismail Khan District as an experimental measure. Two Arabs were purchased, one each for the Kohat and Bannu districts: at Dera Ismail Khan a country-bred stallion is required to replace the Arab which was sold as being unfit for breeding purposes. The number of bulls in all districts except Hazara is

very inadequate, and District Boards might well take steps to remedy the deficiency in the interests of local agriculturists. The cost of a small stud of Awankari cattle at the Tarnab Agricultural Farm has been borne by Provincial revenues, but the supply of pure bred bulls will not be sufficient to meet the needs of the Province.

General.

111. Horse Shows and Cattle Fairs were held as usual, with the exception of the Haripur Horse and Cattle Show, which had to be abandoned on account of the scarcity of fodder.

A circular has been issued on the "saline" treatment of wounds, and another on "Ephemeral fever or cattle." This disease is probably identical with three days fever or stiff sickness of African cattle, and, although it has little economic importance, its non-recognition in the past has been the cause of many errors in differential diagnosis. The saline treatment of wounds has now been generally adopted in the hospitals of the North-West Frontier Province, and has the advantage of ensuring quicker cures and economy in drugs.

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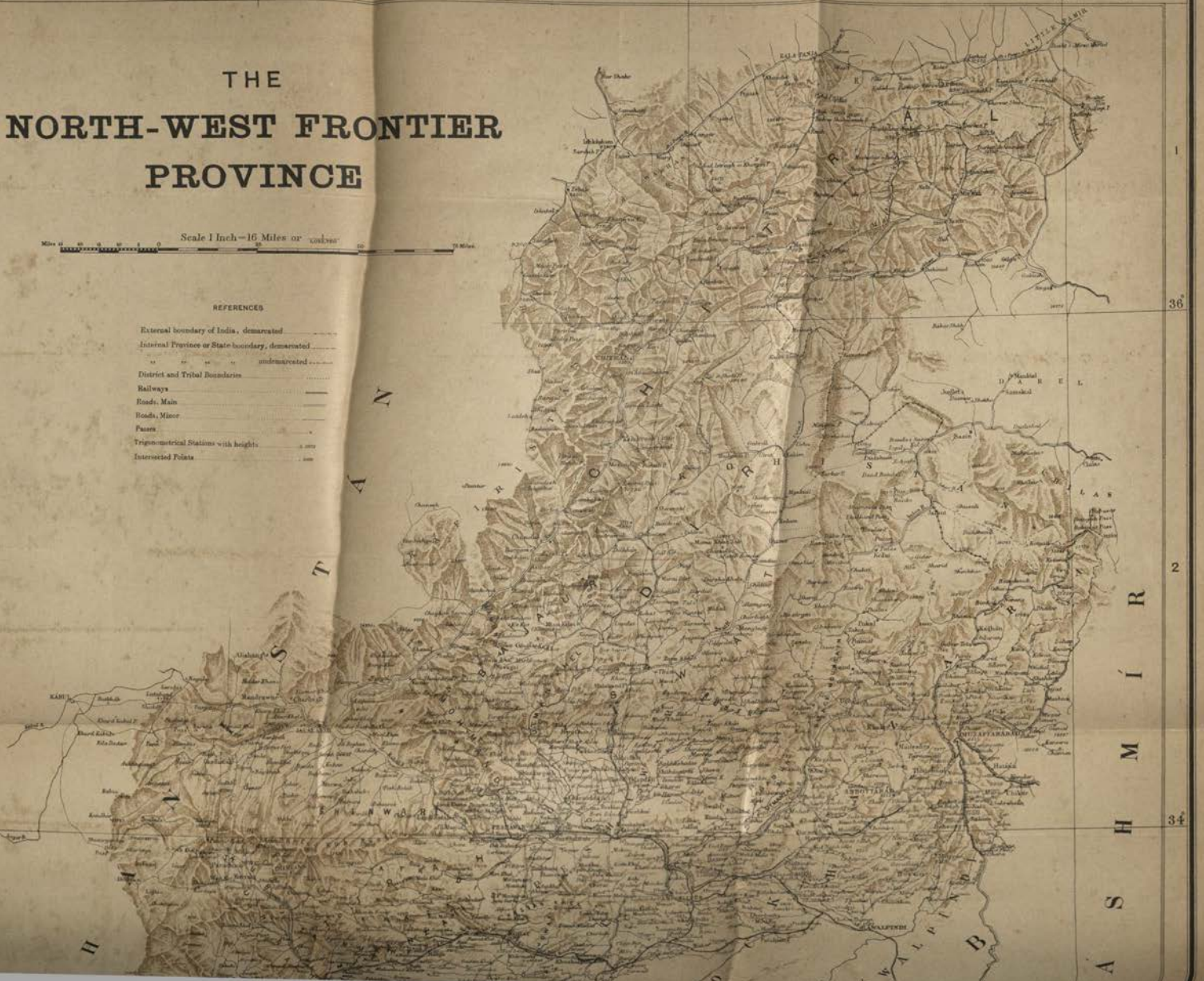
# THE NORTH-WEST FRONTIER PROVINCE

Scale 1 Inch = 16 Miles or 1,013,760

REFERENCES

- External boundary of India, demarcated
- Internal Province or State boundary, demarcated
- " " " " undemarcated
- District and Tribal Boundaries
- Railways
- Roads, Main
- Roads, Minor
- Passes
- Trigonometrical Stations with heights
- Intersected Points



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OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

# 1917-18.

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OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

THE BOMBAY BRANCH OF THE ROYAL ASIATIC SOCIETY

# 1917-18.

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

## 1917-18.

# PART I.

## GENERAL SUMMARY.

THE year under report coincides roughly with the latter half of the third year of the war—just subsequent to the abdication of the Czar of Russia—and with the first half of the fourth year. As in 1916-17, its opening found the North-West Frontier Province still enjoying peace internally, though externally it was once more feeling the reflex of the war in the shape of active hostility among the Mahsuds. If anything the effect upon internal affairs of the continuance of the war was beneficial. The main bulk of the population of the province is agricultural, and for them the high war prices of foodstuffs, which is one of the few ways in which the professional and commercial classes have felt the war, brought increasing prosperity. Those who supplant agriculture with labour earned higher wages. The harvests were good, the pre-monsoon rains of 1917 having enabled large areas to be brought under *kharif* crops, and the monsoon rains on the whole being timely and ample; the year was a healthy one; the demand for labour was in excess of the supply; and large remissions of money from those on military service added to the purchasing power of the villager. The high proportion of collections of land revenue, which was as much as 99 per cent, was proof of the general prosperity of the agriculturists; likewise, the increase in the consumption of country liquor and the higher receipts from the income tax proved similar prosperity among the trading classes. But by both villager and townsman alike the high price of cloth was severely felt, though not sufficiently so among factory hands to necessitate any appreciable increase in the wages of unskilled labour. The first war loan, which was *en evidence* at the beginning of the year, helped to keep the war to an increased extent before the eyes of the people. By the end of the year the province had subscribed to it a little over 23½ lakhs, or about 9 annas per head of the population according to the Census of 1911. The 1920 War bonds were the most popular investment, accounting for over 11 lakhs, the next most popular being the Post Office Certificates of which the less wealthy bought nearly 8 lakhs worth. In August the people's interest in the war was still further stimulated by the establishment of the Provincial and District Recruiting Boards which then commenced the task imposed upon them by the Government of India of more than doubling the number of recruits raised from the province hitherto. Details of their success will be found in section 10 of Chapter III of Part II of this Report; suffice it to say here that approximately 3½ per cent of the male population of military age enlisted voluntarily to take their share in the great world struggle. The susceptibility of the people to panic, not long after the recruiting boards had got to work, was well illustrated in an event at Lakki in the Bannu district. In connection with "Our Day" celebrations 4,000 tickets were sold beforehand for admission to a *tod* meeting (the favourite Marwat and Bannuchi game), but when the sports came off not more than about 1,500 of the ticket

holders attended, as the rumour meanwhile had started that all young men present at it were to be conscripted for the army! A similar occurrence was reported from the Dera Ismail Khan district. Towards the end of 1917 the economic situation began to cause some anxiety owing to the marked, and in many cases unjustifiable, rise in prices of food-grains, salt, and kerosine oil. The local salt traders started exporting salt on a large scale to the Punjab where prices ruled high. Some of the municipalities rose to the occasion and opened municipal shops at which these kinds of articles were sold at rates below the market ones. This policy was continued with some success in 1918. In Peshawar, owing to profiteering by a ring of dealers, it became necessary to issue a declaration under Section 3 of the Articles of Commerce Ordinance and to impose a surcharge of Re. 1 a maund on the railway freight of all food-grains and flour exported from that district. The general position was made more anxious by the scarcity of silver which, of course, gave rise to many dangerous rumours about the instability of the British Raj. At no time, however, did the tightness of the economic situation lead to disorder or rioting. Anxious pre-occupation with more domestic matters had much to do, no doubt, with the very little interest evinced in the capture by the Allies of Baghdad and Jerusalem, which occurred about this time, but in spite of everything the province—small and poor though it be—made an excellent response to the special appeal for "Our Day", over 2½ lakhs being raised, though it has to be admitted that the middle and lower classes—except in the Hazara district where subscriptions were general—showed little enthusiasm in the matter.

The restored tranquillity of the border and the raising of the Swat blockade, as well as certain factors in the war, produced a substantial recovery in the trade of the province which, whether judged by value or by weight, showed an increase of nearly 50 per cent in volume over 1916-17. Incidentally the effect of Russia's collapse may be noted here: it gave a marked stimulus to Indian exports to certain trans-frontier countries, where hitherto Russian merchandise had held the field; the export trade to Badakshan and neighbouring countries, for instance, rose in value from 4½ to 10 lakhs. Though the weight of exports to Afghanistan declined, that of imports increased considerably, and in both cases stringency in India resulting from the war was the main cause.

The province internally was singularly free from any form of sedition or fanaticism, such as might have been expected among a population susceptible to religious excitement, with our enemies' emissaries endeavouring to fan the flame of *jehad* in sympathy for the Turks and playing upon the secession of Russia as an argument for the certain invasion of India by a Turkish army at no distant date. It was necessary to pass only 1 order of internment under the Defence of India Rules, 1 under the Foreigners' Ordinance and 7 under the Ingress into India Ordinance, during the whole of the 12 months. On the contrary it was found possible to cancel the orders in 6 instances under the Defence of India Act, in 8 under the Foreigners' Ordinance and in 3 under the Ingress into India Ordinance. The province continued to receive a stream of dismissed sepoys, deportees, etc., and as a preventive measure it was considered desirable to place about 200 of the *ex*-sepoys, and about 70 deportees from Siam on security. No less than 637 natives of the province were sent back to it from Bengal and Madras. Nevertheless there is no proof that any of these possible malcontents had any direct effect upon crime in the province. An unfortunate episode, however, occurred one night in May when two British officers were shot dead while sitting after mess in the ante-room at Baragali. The culprits were

a gang of four outlaws who had taken refuge with the Hindustani fanatics across the border and the motive was undoubtedly fanatical. Three of the murderers were handed over by the Nawab of Amb and executed. This outrage was followed very shortly by the murder of another British officer in Kohat in very similar circumstances, but the real culprit and motive were never discovered. The rest of the year passed by quietly, the real matter of interest to the people being the prospect of peace in their own homes and a respite from raids, which resulted to its inhabitants from the settlement made with the Mahsuds in July.

It has been stated that the province was strikingly free from any political unrest, but there was also a marked decrease in serious crime of the ordinary kind, and the police dealt successfully with such as there was. Outlaws were accounted for in numbers exceeding those of any previous year. On the other hand there was a rise in petty crime, and also in murders committed by cis-border people. The continuous rise in the latter class of crime in the last four years is a somewhat disquieting fact. On the whole the criminal courts had the lightest year since the war broke out, the volume of the work being as much as 8 per cent less than that of 1916-17. Their record for the year was, on the whole, good, and the success of the new appointments of Judicial Extra Assistant Commissioners in some of the districts, introduced just before the opening of the year, justified the scheme. The rarity with which a murderer is hanged, however, still makes the sport worth the risk for the ordinary Pathan, for 53 per cent even of convicted murderers escaped the extreme penalty. The civil courts were kept as busy as usual and the continuous increase in litigation which set in in 1911 was maintained, but on the whole the judges coped with their task satisfactorily and showed a marked improvement in execution work. Some much needed reforms in the process serving agency were carried out during the year.

The history of the work of most of the individual departments was once more one of arrested development owing to financial stringency, though it was both politically and administratively impossible to curtail expenditure on the Militia and Frontier Constabulary Corps on whom the tranquillity of the border depends so much. Their strength had to be kept up, they cost more to clothe, equip and maintain, especially the mounted branches. The arming of the Frontier Constabulary with Martini-Lee-Enfield ·303 rifles was completed. All the Frontier Corps generally were a valuable military asset during the year and fully justified the Government of India's policy in dealing with them. The Revenue Department made great efforts to extend wheat cultivation by large grants of loans under the Land Improvement and Agriculturists' Loans Acts on favourable terms sanctioned by the Government of India. Mutation and partition work in the Revenue Department was heavy, but continued to improve. The Court of Wards work was light and the total area under its management was only 39,858 acres at the end of the year. The agricultural station at Tarnab continued its useful work; visitors increased in number, and there was much demand for the skilled labourers employed in nursery and orchard work. Perhaps the greatest results at Tarnab were seen in the fruit growing industry; no less than 30,000 fruit trees of various kinds of approved qualities were distributed from the nursery during January 1917. The best of the fruit was exported to Bombay and Calcutta. The Irrigation Department found it possible to complete the survey of the trans-frontier tracts in the Malakand which are irrigated from the Upper Swat Canal. The Police Department had an excellent record both for work and conduct, which earned, among other rewards, the grant of the King's Police Medal to the Inspector-General, 2 Sub-Inspectors and 1 Foot Constable. Recruiting for the force never caused

any anxiety as the grant of a war ration allowance of Rs. 2 a head *per mensem* counteracted possible rival attractions from the army. The Criminal Investigation Department was less busy than in the previous year. The Jail Department worked under difficulties owing to the large number of resignations among the warder establishment; nevertheless it was found possible so to reorganise the jail manufactories that the jail population has become self-supporting in every way. The development of sanitation was seriously interfered with once more by lack of funds and military demands; the sanitary service had nearly reached the vanishing point by the end of the year; none of the larger schemes of water supply and sanitary improvements could be started, and only scanty progress was made with those already under weigh. 6 dispensaries had to be closed down and the medical staff of the districts was depleted still further. A similar reduction in the activities of the Veterinary Department was the result of the demands made upon its staff by the army. The Department of Public Instruction suffered perhaps less than others from the continuance of the war. Among the most important developments in education was the improvement in the pay of teachers, the minimum pay of certificated and uncertificated teachers in Board Schools being fixed at Rs. 16 and Rs. 12 respectively, while that of teachers of English in Government Schools was raised to Rs. 50. Beneficial results to female education were already beginning to appear from the newly created appointment of an Inspectress of Schools. It is hoped that this may do something to break down the opposition among Muhammadans to the education of their females, among whom the present standard is lamentably low. There were signs of sure though slow progress in education among the backward tribes of the Political Agencies. The Archæological Department was less handicapped than otherwise it would have been through a liberal grant of money from the Director-General of Archæology in India which made it possible to conserve the remains of Buddhist stupas and monasteries, which had been excavated previously, and to carry out much-needed improvements and additions to the Taxila workings. A further clearance of the Julian site there disclosed interesting remains. The department was fortunate in acquiring during the year a brass winged figure, apparently Buddhist, and a steatite plaque, of both of which a full description will be found in Chapter VIII of Part II of this report. The Buildings and Roads Branch of the Public Works Department was busily worked throughout the year, but civil had to give way to military requirements. Extensive improvements to the more important roads throughout the province were made to adapt them to the increasing requirements of mechanical transport. A considerable amount of progress was likewise possible in the scheme for providing accommodation for the Mohmand Militia, and for meeting the demands of the Frontier Constabulary for new lines, rifle ranges and fortified posts.

The District Boards and Municipalities continued to evince little real interest in local self-government. District Boards relied upon Government for financial help instead of developing their own local sources of revenue. Government contributions to the Boards formed more than half their total receipts and the incidence of taxation imposed by them was only 1 anna 10 pies a head of the population. Their expenditure on water supply, sanitation, &c., continued unjustifiably low in proportion to their incomes; most of the larger villages continued filthy and in many of them typhus is probably endemic. Most of the District Boards, however, turned their attention with some success to the improvement of cattle breeding, while the members of the Hazara Board, at any rate, exhibited some zeal over public works of which they personally were in charge. Though the attendance of non-official members

at the meetings of Municipal Committees was fairly satisfactory their attitude towards their municipal duties was criticised unfavourably in at least three districts; the members, though not shirking responsibility when demanded of them continued to leave in practice most of the work to the Secretaries and official members. Their Sub-Committees as a rule did not arouse themselves from that lethargy which is evinced in the tendency merely to record formal approval to all proposals placed before them; but the education Sub-Committees of Peshawar and Bannu at any rate were exempt from this criticism.

As already noted above the far-flung waves of the world-war were lapping the north-western edge of the Indian Empire in April 1917. The Mahsuds had just obtained at the close of 1916-17 a striking success at Sarwakai. The garrison at that post was relieved by a force sent up from Dera Ismail Khan. But troops at Wana and Sarwakai mean a long vulnerable line of communications through the Gumal, and a strong temptation to the Mahsuds; the despatch of a Gumal convoy soon became all but synonymous with a disaster. The Mahsud successes of March at Sarwakai had rallied a general hostile combination, and even the friendly sections on May 2nd sent in an ultimatum demanding full pardon for all past offences, and in default threatening hostilities. Between April 9th and June 12th, 5 British officers had been killed and 4 wounded, 239 Indian ranks killed and 157 wounded, and over 200 rifles captured by Mahsud gangs in various affairs. Faced by the dilemma either of withdrawing entirely from the Gumal or securing some *modus vivendi* by a display of force, Government decided to form the Waziristan Field Force. This concentrated at Jandola in June. It advanced through the Shahur Tangi, blew up towers and watercourses as far as Torwam in the Khaisora, meeting with little or no resistance from the Mahsuds, who were taken by surprise. Once more the new arm—the air service—proved its great moral value in operations against uncivilised frontier tribes. On the 2nd July the Mahsuds sued for peace, and by the 10th August they had accepted our terms. These included the return of 386 rifles captured from us, and the fact that 355 of these were actually surrendered and the non-return of the others satisfactorily accounted for will be, to those who know the Mahsuds, convincing evidence of their genuine, though probably temporary, submission. The Tochi, Bannu and Dera Ismail Khan borders which had been disturbed by the Mahsud operations settled down to tranquillity after July. The Kurram, Kohat and Hazara frontiers were quiet throughout the year. Swat was too busy with its own inter-tribal affairs to find time to worry our border; on the contrary the Swatis once more petitioned Government to take over their country. The Afridis whose attitude, owing to their military and political importance, is always of the greatest concern to us, were a cause of some anxiety owing to the possible effects of the unceasing efforts of the Turks in Tirah and their Afghan supporters and of the Mohmands and other mischief makers from India; but once more the tribes proved staunch. They did not confine themselves, moreover, to passive neutrality but actively assisted the Allies' cause by attacking the village in Tirah in which the two Turkish agents and their Afghan followers were living, capturing them and sending them across the border into Afghanistan. There they were arrested by His Majesty the Amir's order. The Mohmands, who almost throughout the war had been spasmodically restless, were still under a very strict blockade at the opening of the year, and in May they sued for terms. They were told that the raising of the blockade would be considered after the *Id* in July if they behaved well till then. On July 10th a full *jirga* was received and our terms announced. Though severe they were accepted *in toto* on July 16th. After that date the tribe gave no trouble, and the military were gradually

withdrawn from the blockade line, which was finally handed over to the newly raised Mohmand Militia in September.

Viewing the year as a whole its history has been satisfactory in spite of unceasing intrigue from hostile elements in Afghanistan and India among the tribes. Except for the outbreak in the Mahsud country it was the quietest since the war broke out. Settlements were made during the year with all tribes under blockade at the close of the previous year. Not a single tribe was under blockade at the end of 1917-18 and our relations with all were completely satisfactory. His Majesty the Amir's policy of neutrality and lack of encouragement to the Mahsuds and other tribes was again of considerable assistance. The Frontier Constabulary once more proved themselves a very valuable force for border defence, and may be said to rank now with the Frontier Militia in efficiency. All the Militias did well and all were up to strength with the exception of the new Mohmand Militia. Once again the officers of all departments in the province were hard worked, the cadres were under strength and leave was confined to casual or sick leave.

# PART II.

# CHAPTER I.

# POLITICAL.

## 1. Physical Features of the Country, Area, Climate and Chief Staples.

(See Part II, pages 1—5, of the Report for 1911-12.)

## 2. Historical Summary.

(See Part II, pages 5—14, of the Report for 1911-12.)

## 3. Form of Administration.

(See Part II, page 14, of the Report for 1911-12.)

## 4. Character of Land Tenures.

(See Part II, pages 14—19, of the Report for 1911-12.)

## 5. System of Survey and Settlements.

(See Part II, page 20, of the Report for 1911-12.)

## 6. Civil Divisions of British Territory.

(See Part II, pages 20-21, of the Report for 1911-12.)

## 7. Details of the Census—Tribes and Languages.

(See Part II, pages 21—28, of the Report for 1911-12.)

## 8. Changes in the Administration.

**Personal.** 1. The office of Chief Commissioner and Agent to the Governor-General was held throughout the year by the Hon'ble Lieutenant-Colonel Sir George Roos-Keppel, G.C.I.E., K.C.S.I.

**General.** 2. During the year the permanent strength of the Provincial Civil Service was raised from 23 to 25 by the addition to it of the posts of Extra Assistant Commissioners, Kurram and Wana.

## 9. Frontier affairs.

3. The Border administration forms the subject matter of a separate report.

## 10. Condition of the People.

4. Except for malaria in the autumn the year was a healthy one. The provincial birth-rate, however, continued to decline. The rate for the year was 32·1 *per mille*, or 1·7 *per mille* less than in 1916, being the lowest in India with the exception of Assam (31·35); and the margin of recorded births over recorded deaths sank as low as 2·2 *per mille*. The severe outbreak of malaria in the previous autumn was apparently one cause for this continued decline, but possibly a contributary reason was the absence on military duty of a very large number of the younger males. The general death-rate *per mille* was 29·9, which was neither markedly good nor markedly bad, being a slight decrease over the figure of the previous year. Malaria fever was again the main cause of mortality; its incidence was less in Peshawar and Hazara, about the same in Kohat, and greater in Bannu and Dera Ismail Khan.

The main bulk of the population is agricultural, and for the agriculturist and for those who mainly depend on agriculture for their living the year was not other than prosperous. The agriculturist continued to benefit from increased war prices of food-stuffs, and where he supplemented his income by labour he earned higher wages. The year's harvests were good; the demand for unskilled labour in various places outran the supply; and much money was remitted to their homes by those who had entered military service. On the other hand the increase in the price of cloth affected both town and country alike. But the agricultural condition of the province during the year was as a whole distinctly prosperous.

# CHAPTER II.

# ADMINISTRATION OF THE LAND.

[Further details will be found in the provincial Report on the Administration of Land Revenue for the revenue year 1st October 1916 to 30th September 1917, and in the Agricultural Statistics of India, Volume I.]

## 1. Realisation of the Revenue.

Demands and Collections.

5. *Fixed Land Revenue.*—The fixed land revenue demand declined slightly from Rs. 18,64,734 to Rs. 18,63,991. This small net decline is explained by the fact that while there was an increase of Rs. 5,040 chiefly under the heads lapsed and resumed *muafis*, revision of assessment, and alluvion, there was a countervailing decrease of Rs. 5,783 mainly under diluvion and land acquired for Government purposes. Rs. 18,47,005 out of the total demand of Rs. 18,63,991 were collected, leaving a balance of only Rs. 16,986. The percentage of collections was 99 as compared with 96 in the preceding year. No difficulty was experienced in any district in realizing the revenue, and there was a considerable general improvement in the punctuality of recoveries by tahsil officials.

6. *Suspensions and Remissions.*—Of the current demand a sum of only Rs. 1,604 was suspended as compared with Rs. 40,142 in the previous year. This suspension was due to the prevalence of drought in *rabi* 1917 in the unirrigated tracts of the Marwat tahsil of the Bannu district. The amount under suspension at the beginning of the year was Rs. 55,919. Of this sum Rs. 26,955 were collected during the year, and Rs. 1,222, which had been under suspension for more than three years in the Torawari of the Hangu tahsil in Kohat, were remitted. The balance under suspension at the close of the year amounted to Rs. 29,346 as against Rs. 55,919 at the end of 1915-16. Remissions granted on account of local calamities amounted to Rs. 4,142 as compared with Rs. 8,252 in the previous year.

7. *Fluctuating Land Revenue.*—The total demand of fluctuating land revenue was Rs. 2,92,313 as compared with Rs. 1,44,666 in 1915-16. Collections amounted to Rs. 2,92,237 as against Rs. 1,43,322 in the previous year.

8. *Miscellaneous Land Revenue.*—The total demand on account of miscellaneous land revenue fell from Rs. 1,33,346 in 1915-16 to Rs. 1,30,483 in the year under report, and the collections were Rs. 1,26,267 as against Rs. 1,15,652 the previous year. Out of the previous year's balances Rs. 2,482 were realized during the year and Rs. 819 struck off.

9. *Land Revenue Assignments.*—The total assigned revenue of the province rose from Rs. 4,42,021 in the previous year to Rs. 5,22,762 in the year under report, or from 18·5 per cent of the total land revenue demand to 19·9 per cent. This figure is very high compared with the corresponding one of 8·3 in the Punjab. The increase in the provincial total occurred principally in the Dera Ismail Khan district, where the value of the *jagirs* increased by no less than Rs. 82,856 during the year under report. In Bannu there was a decrease of Rs. 2,754 due to the fact that certain villages of the district were found to be enjoying frontier remissions in excess of their due according to the last settlement of the district, an error which has now been corrected. The increase of Rs. 1,434 in Kurram is attributed to the re-grant of certain *mowajibs* and *inams* which were under suspension.

Coercive processes for the collection of land revenue.

10. It is satisfactory to note that there was some decline in the number of processes of all kinds issued during the year under report, the figures being 1,836 against 2,086 in the preceding year. The decrease occurred in all districts, with the exception of Bannu and Dera Ismail Khan, where coercive

measures were resorted to more largely than in the preceding year. In only one case imprisonment was inflicted, and in 72 cases movable and immovable properties were sold.

Northern India Canal and Drainage Act (VIII of 1873) and Punjab Minor Canals Act (III of 1913).

11. Government canals irrigated 323,136 acres and private canals 463,723 acres as against 298,341 and 453,334 acres respectively in the previous year. The increase in the area irrigated by Government canals occurred in Peshawar and Dera Ismail Khan districts, and was due to the extension of irrigation from the Upper Swat canal in the former and, in the latter, to copious rains in the hills, causing the Paharpur canal to run for a longer period. A good supply of water from hill torrents in Dera Ismail Khan and the proper up-keep of the Kurram dam in Bannu increased the area under private canals in these two districts. The Canal Clearance Fund in Bannu continued prosperous, the balance in hand at the end of the year standing at Rs. 87,445, out of which a sum of Rs. 40,000 was invested in Government War Bonds of 1920. The Saddana Fund in Dera Ismail Khan had a balance of Rs. 1,05,001 at the close of the year, the advantageous disposal of which is receiving attention.

Advances under the Land Improvement and Agriculturists' Loans Acts (XIX of 1883 and XII of 1884)

12. The amount advanced under the two Loans Acts rose from Rs. 25,010 to Rs. 28,010 under Act XIX of 1883 and from Rs. 94,211 to Rs. 3,63,543 under Act XII of 1884. The considerable increase in distribution throughout the province under the Act of 1884 was due to the special efforts to encourage wheat cultivation by the grant of *takavi* (loans) on the exceptionally favourable terms sanctioned by the Government of India for the extension of wheat sowings on areas in excess of the previous *rabi* harvest. The total amount which fell due (inclusive of arrears) was Rs. 3,55,825, *viz.*, Rs. 3,17,99 principal and Rs. 37,896 interest. Of this total Rs. 3,15,714 were collected. The balance overdue at the end of the year was Rs. 22,666 principal and Rs. 2,267 interest as against Rs. 40,152 principal and Rs. 5,214 interest respectively the previous year.

## 2. Surveys and Settlements.

13. The survey of the trans-frontier tract under irrigation from the Upper Swat Canal in the Malakand Agency was completed in the year under report. The survey covered 21,424 acres, and was carried through successfully and practically within the anticipated time in spite of a severe epidemic of fever in the autumn of 1916.

## 3. Land Records.

Patwaris.

14. No serious shortage of patwari candidates was experienced during the year, and the proportion of agriculturists was well maintained. Their educational qualifications, however, were not high, as difficulty was experienced in attracting candidates who had passed at least the middle school standard. Patwari schools were opened in Peshawar and Dera Ismail Khan. The staff of patwaris remained practically the same, but their conduct and efficiency deteriorated partly as the result of lax of close supervision by Tahsildars.

Kanungos.

15. Promotions in the kanungo staff were more liberal than usual, and it may be mentioned that since the close of the year 5 Naib Tahsildar candidates have been specially selected from the kanungo establishment, an innovation which should have a beneficial effect on the cadre as a whole. A kanungo's examination was held at Peshawar, at which 7 candidates appeared, of whom 4 were wholly and 1 partially successful.

Record of rights and annual records.

16. The records of rights were reported generally to be in good order. The annual papers and detailed *jamabandis* were prepared and filed punctually in all districts except in the case of three villages in the Hazara district. The number of *jamabandis* checked by Collectors or their Assistants showed an increase, though there was still room for improvement in Bannu and Dera Ismail Khan. Supervision by the tahsil and kanungo staff, however, showed that in certain tahsils the field kanungos greatly neglected the work of checking the quadrennial *jamabandis* for the year under report, and that Tahsildars and Naib Tahsildars failed to supervise efficiently the preparation of these records.

17. The number of mutations disposed of during the years was 135,213 as compared with 155,973 in the preceding year, leaving 29,303 pending. Mutation work was heavy in the Hazara, Peshawar, and Bannu districts, where the number of pending cases was large. 1,357 partition cases were decided and 380 remained pending at the close of the year as against 1,695 and 341 the previous year. The work was especially heavy in the Peshawar district in the area commanded by the new Upper Swat canal. The quality of partition work continued to improve and Revenue officers took a greater interest in their cases. **Mutation and partition work.**

## 4. Wards' Estates.

18. Two whole estates and part of a third were released from the management of the Court of Wards during the year, reducing the total number of estates under control at the end of the year to 4. The estates released were the share of Haidar Zaman Khan, the eldest ward of the Khanpur estate in the Hazara district, the estate of Daulat Khan and his brothers in the Dera Ismail Khan district, and the estate of Abdul Rahman Khan of Mardan in the Peshawar district. These releases reduced the total area under management from 86,187 acres to 39,858. **General.**

19. The total assests of the 4 estates remaining under charge on the 30th September 1917 decreased to Rs. 54,09,565 from Rs. 72,75,199 on 30th September 1916 The assets of the reduced Khanpur estate were valued at Rs. 8,10,515. The aggregate cash balance of these estates on 30th September 1917 amounted to Rs. 40,464. Of this a sum of Rs 34,000 was invested on behalf of the Khanpur estate in the War Loan. The total liabilities at the close of the year amounted to Rs. 2,293 only, out of which Rs. 1,293 were due to Government. **Assets and Liabilities.**

20. The total income of the 4 estates during the year was Rs. 82,448. Their total expenditure amounted to Rs. 97,722, or Rs. 15,274 in excess of their aggregate income for the year. The total cost of management, excluding those released during the year, was Rs. 6,904, being 8·64 per cent of the total ordinary income. The Khanpur estate with a percentage of 11·52 was the only estate where the cost was unduly high. **Income and Expenditure.**

## 5. Revenue and Rent-paying Classes.

21. *Alienations.*—Permission for permanent alienation under Section 3 (2) of the Act was applied for in 129 cases, and 62 applications were granted. Temporary alienations under Section 6 (1) (*a*) of the Act were made in each of the three districts of Hazara, Bannu and Dera Ismail Khan, where the Land Alienation Act is in force. The total area so transferred amounted to 1,903 acres, but all, except a few acres, was situated in Dera Ismail Khan. **Punjab Land Alienation Act (XIII of 1900).**

During the year under report 5 attempts to evade the provisions of the Act were brought to light in the Bannu district. Two were of the ordinary *benami* nature. In the third case a Pathan who had obtained permission to sell his land to a non-agriculturist Muhammadan actually sold a portion to a Hindu money-lender. In the fourth case a non-agriculturist Muhammadan purchased a piece of land without obtaining the necessary sanction; and in the fifth a very small area was mortgaged without limit of time to a Hindu money-lender. All the cases were suitably dealt with.

22. Gifts and exchanges increased in number from 2,423 to 2,889, but the area so transferred decreased from 14,935 acres to 8,468 acres. No specific cases were brought to light in which gifts or exchanges were employed as a cloak to cover evasions of the law except in the Bannu district. It was reported there that gifts were frequently made in favour of women, sometimes genuinely in payment of dower, but in the majority of cases for the purpose of securing property against the claims of reversioners. The total area mortgaged with possession fell from 56,507 acres in the previous year to 42,863 acres in the year under report, but the mortgage money rose from Rs. 29,98,050 to Rs. 48,04,563. This latter increase was entirely confined to the Hazara district. In the Bannu and Dera Ismail Khan districts decreases occurred both in the area and mortgage money. In both districts the prosperity of the zamindars owing to better harvests and the higher prices of food-grains **Transfers.**

diminished the temptation to mortgage. The total area redeemed during the year amounted to 43,957 acres with a mortgage debt of Rs. 17,51,624 as against 61,389 acres under a debt of Rs. 19,83,780 in 1915-16. The average of mortgage debts discharged on an acre of cultivated land was about Rs. 67 compared with Rs. 184 an acre on land newly mortgaged. This was a remarkable testimony, as a whole, to the appreciation in value of landed property. The total area sold was 31,463 acres as compared with 34,711 acres in the preceding year.

**Transfers to and from agricultural tribes.**

23. The total area mortgaged by agricultural tribes during the year amounted to 39,939 acres as against 52,816 acres in the previous year, while the area acquired by them on mortgages was 39,805 acres compared with 50,210 acres. They thus suffered a net loss of only 134 acres in temporary transfers as against 2,606 in the previous year. Sales gave a net gain to agricultural tribes of 733 acres as against a net loss of 26 acres the year before. In Bannu the continued loss by Pathans was probably due, as in 1915-16, to their desire to redeem encumbered properties, of which 15,206 acres were redeemed by them during the year under report. 78 per cent of the total area redeemed generally (43,957 acres) was redeemed by members of agricultural tribes.

**Value of land.**

24. The average mortgage price an acre rose from Rs. 53 to Rs. 112, and the sale price from Rs. 65 to Rs. 66. There was an advance in the price of land in Bannu due to brisk and rising trade, high prices of food-grains, and keen competition amongst non-agriculturists for the acquisition of land.

**Rent-paying classes.**

25. Only 20 suits were instituted by landlords for enhancement of rents of occupancy tenants, of which 1 suit was decreed in favour of the former. These institutions have returned to the usually negligible figures from the total of 178, which was recorded in 1915-16 in consequence of disputes over rent payable for land newly brought under irrigation by the Upper Swat canal. The number of decrees and ejectments against occupancy tenants showed a marked decline. On the other hand ejectment cases against non-occupancy tenants rose from 943 to 1,238. The increase was most marked in Peshawar, and was due to the refusal of tenants to pay enhanced rates for the extension of irrigation from the Upper Swat canal.

# CHAPTER III.
# PROTECTION.

[ Further information on the subjects dealt with in this chapter will be found in the Statistics of British India, Volume IV, Administrative and Judicial (including area, population, and local funds). ]

## 1. Legislative Authority.

[ See page 33 of the provincial Administration Report for 1911-12. ]

## 2. Course of Legislation.

26. No Act specially concerned with the North-West Frontier Province was passed by the Imperial Legislative Council during the year under report.

## 3. Police and Crime.

[ Further details will be found in the provincial Police and Criminal Justice Administration Reports for the year ending 31st December 1917. ]

**General.**

27. Serious crime markedly decreased and was dealt with successfully on the whole. Outlaws were satisfactorily accounted for in numbers exceeding that of any previous year, and of sedition, unrest, and political trouble the province was free. Petty crime increased, but the rise was not excessive and was in keeping with the conditions of the time. On the other hand, the continued rise in the number of murders committed by residents of the province was an unsatisfactory feature. Cases of grave misconduct in the police were few, while those in which commendation was earned were many including the grant of the King's Police Medal to the Inspector-General himself, two Sub-Inspectors, and one foot constable.

The total number of recorded police cases for 1917 was slightly in excess of that for 1916. True cognizable cases of all kinds dealt with by the police numbered 4,798 as against 4,741, a rise of 57 cases; but excluding public nuisances and other petty offences under special and local laws the police statistics showed a decline of 79 cases, from 3,777 to 3,698, or just over 2 per cent, and a figure well below the average of the previous five years The success of the military operations against the Mahsuds in Waziristan and the submission of the Mohmands on the Peshawar border were reflected in a noteworthy decrease of 189 cases in the number of serious offences. In detail, the offences against the State decreased by 28, serious offences against the person by 43, and serious offences against property by 118. Murders by trans-border offenders fell from 76 to 51, and *dakaities* by 46 per cent, from 284 to 150, most of the latter decline occurring in the Dera Ismail Khan and Peshawar districts. The number of persons kidnapped by trans-frontier gangs decreased from 106 to 49, and the amount of ransom extorted fell by nearly 80 per cent. This satisfactory result was not attributable solely to the settlements with trans-border tribes: the remarkable success obtained by the police in regard to proclaimed offenders was also a potent factor, the results obtained in the Bannu district constituting a record for that or any other part of the border. Minor offences against the person and against property showed a combined rise of 110 cases.

**Murders and dakaities.**

28. The total number of murders fell from 416 in 1916 to 400 in the year under report. Deducting those committed by trans-border offenders the number of recorded murders committed by the population of the province amounted to 349. In the previous three years the corresponding figures were 290 in 1914, 326 in 1915 and 340 in 1916. As these figures show, there has been a continuous rise in the number of such murders during the last 4 years amounting to 20·4 per cent for the period. There was also an increase in attempts to murder from 91 in 1916 to 104. The number of *dakaities* was 150 as compared with 284 in the year previous, a decline of no less than 134 cases, but the high figure for 1916 was mainly the result of the disturbed state of the border in the Dera Ismail Khan, Bannu and Peshawar districts. Robberies decreased by 15, being 64 as against 79 in the preceding year.

**Burglaries and thefts.**

29. Burglaries rose from 856 recorded cases in 1916 to 892, and the number of cases of "ordinary" thefts increased from 551 to 681, a rise of 131 cases. As against this, cattle thefts fell from 120 cases to 82.

**Police working.**

30. The figures for detention and prosecution of crime varied but little from those of the previous year, and on the whole were above recent averages. The all-round percentage of convictions to true cases investigated was 35·4 as compared with 36·3 in 1916, but the figure was above the average of 34·8 for the previous eight years. In the case of thefts the percentage was 38, the lowest proportion for this offence in this same period; and in the case of robberies it was only moderate, *viz.* 29. The percentage of stolen property recovered fell from 25 per cent in 1916 to 19·5, but the figure for 1917 is normal. There was a very marked rise in the number of cases in which police investigation was refused.

The success against proclaimed offenders was remarkable, the results gained in Bannu district eclipsing those of all the remaining districts. In that district, 54 proclaimed offenders were accounted for, of whom 32 surrendered voluntarily to stand their trial, 8 were arrested and 9 killed. In addition, 36 trans-frontier raiders not previously proclaimed were killed or captured in the district. Besides the 32 men of the Bannu district, whose cases were disposed of after voluntary surrender, 19 similar cases were disposed of in the other districts.

**Preventive measures**

31. There were 400 persons placed on security for good behaviour under the Criminal Procedure Code, which was practically the same number as in 1916. In Dera Ismail Khan there was a marked decline from 108 to 26, while in Bannu there was an equally marked advance from 57 to 125.

**Criminal Investigation Department.**

32. The number of cases investigated by the Criminal Investigation Department was only 64 as compared with 88 in 1916. The prosecutions included the conviction and sentence of a British quartermaster-sergeant, a hospital store-keeper of the Supply and Transport Department and a head clerk of the Station Hospital, Peshawar, for fraudulent transactions aggregating Rs. 27,000 in 15 months.

**Internal Administration**

33. The strength of the police force remained the same throughout the year. Recruiting never caused any anxiety, the war ration allowance of Rs. 2 a head per mensem helping to maintain the balance with the Army. The health of the force remained good on the whole, though the strain of abnormal conditions began to tell on the younger British Officers. The number of educated men rose slightly from 21·8 to 22·6 per cent of the total strength. All upper subordinates with the exception of one was literate. The number of Judicial convictions was noticeably high—105 as compared with 68 in 1916—but half of these were under the Police Act for protracted absence without leave. A Sub-Inspector, since dismissed, and a foot constable were convicted of a gross form of torture and received heavy sentences.

### Chemical Examiner.

[For further particulars see Report of the Chemical Examiner to Government, North-West Frontier Province, for the year ending 31st December 1917.]

34. The number of cases received and examined by the Chemical Examiner rose by 32 chiefly under the head "General Analyses". Human poisoning cases furnished 40 per cent of medico-legal work done and stain cases 51 per cent. Opium and mercury were the commonest poisons used, each being found in 26·6 per cent of the detected cases; but while of the 8 cases in which opium was detected all proved fatal, out of the same number of cases in which mercury was found only 2 were fatal. The number of cases of cattle poisoning remained the same as in the previous year, *viz.*, 12. Arsenic was the popular agent, being found in 80 per cent of the cases detected: in one case powdered glass and needles were used.

## 4. Criminal Justice.

[Futher details will be found in the provincial Criminal Justice Administration Report for the year ending 31st December 1917.]

35. The total number of offences brought to trial during the year declined from 17,430 to 16,636, a decrease of 4·5 per cent. The total for the year under report was the lowest since the outbreak of the war, the decline in the

volume of work before the Courts, compared with that in the year immediately preceding the war, amounting to as much as 8 per cent. The work of recoveries of fines showed a considerable improvement and the Court evinced greater reasonableness in dealing with juvenile offenders. Perjury remained rampant and little was done to check the evil. As usual the bulk of the cases brought to Court were of a trifling character, and the Courts failed more than ever to throw out frivolous complaints or to discourage proceedings under Section 107, Criminal Procedure Code. Inspection work was almost as unsatisfactory as in the previous year. The scheme, introduced by the Local Administration, of appointing Judicial Extra Assistant Commissioners to some of the districts, with purely judicial duties and relieved of all executive ones, proved a marked success and set the Revenue Staff freer for their more legitimate duties.

Disposal of cases.

36. As regards cases under the Penal Code it is satisfactory to note that the percentage of convictions advanced from 36 to 38. The improvement was distributed over all the districts, being most marked in Hazara, where it was 6 per cent. Of the more serious class of crime roughly 2,000 cases were brought to trial in the regular Courts and before Councils of Elders, the resultant percentage of convictions being 60, which was not unsatisfactory. With respect to persons, 34,526 persons stood their trial in the Courts during the year as compared with 36,162 in the preceding year. Of these the percentage of convictions rose from 48 to 51. The percentage under the Penal Code as regards persons was 23. The average duration of decided cases showed an improvement, being 7 days as compared with 8 in 1916. There was a general speeding up of work and the average length of trial in all the superior Courts was good.

Matrimonial offences.

37. For offences relating to marriage 937 persons were tried, of whom only 112 were convicted.

Capital offences.

38. 78 persons were convicted by the Sessions Courts of murder and 9 of dacoity with murder, of whom 53, or 60 per cent, were sentenced to death by them. 77 per cent of these 53 capital sentences were upheld by the Judicial Commissioner.

Frontier Crimes Regulation.

39. The number of references under the Frontier Crimes Regulation fell from 512 in 1916 to 448, and the number of persons tried from 1,725 to 1,327. The number of persons convicted was 599 as against 785 in 1916, the resulting percentage of convictions being the same in the two years, *viz.* 45. The system of trial by *Shahi* (Sessions) Jirga in Peshawar showed some improvement during the year and cases of corruption were rare.

## 5. Prisons.

[ Further details will be found in the provincial Report on the Administration of Jails for the year ending 31st December 1917. ]

Numbers and classes of prisoners.

40. The year opened with a jail population of 3,237, exclusive of political *detenus*, and closed with 2,651. Admissions of convicted prisoners to all jails showed a satisfactory decline of 565 and a welcome feature was the large number of transfers to the Punjab jails which it was found possible once more to make. The daily average of political prisoners was considerably less than in the previous year. In spite of these decreases, however, the daily average of all classes confined in lock-ups and jails remained almost the same and was 369 in excess of accommodation.

Age of convicts, length and nature of sentences, escapes, etc.

41. A large number (106) of prisoners were returned as over 60 years; and with the object of reducing the pressure on accommodation a considerable number of old and infirm prisoners, whose sentences were nearing expiry, were released. 90 per cent of the total sentences were under 5 years, and of these 40 per cent of the total were under 6 months. The year opened with 8 prisoners under sentence of death and 30 death sentences were passed during the year, the same as in 1916. Of the total number 33 were hanged, 1 died, the sentences of 2 were commuted, and 2 remained under sentence at the close of the year.

There was only 1 escape from jail during the year, and this was from outside jail walls. 3 under-trial prisoners escaped from lock-ups, of whom 1 was caught.

**Conduct of Jail establishment.**

42. The large number of resignations among the warder establishment necessitated the employment of a number of temporary warders, and it is creditable that the behaviour of the newly entertained men was so good as it was. The number of punishments, 171, was nearly the same as in 1916. 2 warders were sent for trial by the Criminal Courts: 1 was convicted of theft and sentenced to 6 months' rigorous imprisonment, and the other was found guilty of absconding under extenuating circumstances and was sentenced to pay a moderate fine. The work of the Jailors and Assistant Jailors showed some improvement.

**Conduct of convict population.**

43. On the whole discipline among the convicts was satisfactorily maintained. There was a small rise in the number of punishments awarded; in particular the number of floggings in Peshawar Jail was relatively high though fully justified. Only 1 convict was sent for trial by a Criminal Court. This was for conniving at the escape of another convict from the Dera Ismail Khan Jail, and resulted in a conviction and sentence of 1 year's simple imprisonment.

**Financial.**

44. Expenditure rose slightly from Rs. 2,36,643 to Rs. 2,52,262. The actual cost a head was Rs 92-7-0, the highest figure yet reached. The total increase was due to the general rise in the price of all commodities and to increased establishment. The necessity for engaging temporary warders has already been referred to, and as it was impossible to get men at the old rate of Rs. 9 per mensem the pay had to be raised to Rs. 11.

Jail manufactory operations were reorganised during the year, as a result of which the provincial jail population was made self-supporting in every way. The necessary initial outlay absorbed normal cash profits, and was responsible for the high average net cost of each prisoner's maintenance, *viz.* Rs. 92-7-0. The advantages gained, however, far outweighed this loss.

**Vital Statistics.**

45. In spite of overcrowding the health of the jail population was good, especially in view of the fact that the autumn malarial season was a bad one. The daily average of sick *per mille* was 26 and the mortality from all causes 27·13 *per mille*, which compared not unfavourably with the mortality of the free population, *viz.* 29·9 *per mille*. In Peshawar Jail the malarial admissions were very numerous, namely 1,593, or 600 more than in 1916. Enteric fever was responsible for 3 deaths and 1 under-trial prisoner was admitted with typhus and died. Kohat Jail was exceptionally healthy. In the jails generally the incidence of sickness was due to three diseases, malarial fever, pneumonia, and to a much less extent, dysentery. Quinine prophylaxis was in force in all jails from the middle of July to the middle of November or later.

## 6. Civil Justice.

[Further details will be found in the provincial Civil Justice Administration Report for the year ending 31st December 1917.]

**Institutions.**

46. The total number of institutions in original courts during the year 1917 was practically the same as in the preceding year, *viz.* 27,323 suits as compared with 27,511. The increase in litigation since 1911 was maintained despite the continuance of the war which appears to have had very little effect on the activities of the litigating public. The two districts of Kohat and Dera Ismail Khan recorded noticeable increases, while in Hazara and Bannu the number of institutions showed a considerable decline. In Peshawar the figures were practically normal; but there was a marked falling off in the number of suits on unregistered documents. In Dera Ismail Khan much of the rise in the number of suits was due to Powindah credit having been impaired by the war. An unsatisfactory feature was the tendency of suits for specific reliefs to expand, the total institutions under this head having risen from 121 in 1916 to 677 in the year under report. Such suits were mainly brought with the object of contesting alienations of land by widows or others with a limited estate in immoveable property. On the whole the bulk of litigation was, as usual, of a petty nature: in Bannu there were 2,047 suits of value not exceeding Rs. 50.

Pre-emption.

47. Suits for pre-emption continued to rise, the number of such suits amounting to 1,711 in 1917 as against 1,566 in the preceding year. The bulk of the litigation under this head was of a speculative nature.

Value of suits.

48. The total value of suits instituted rose from Rs. 44,33,469 to Rs. 45,58,013, or an average of Rs. 166 a suit. 72 per cent as compared with 78 in the previous year were suits for value not exceeding Rs. 100.

Disposal of work.

49. The number of original suits disposed of during the year was 28,563 as against 30,395 in 1916 and the number of pending cases was 2,231 compared with 2,168 in the preceding year. The number of cases pending over 3 months fell from 86 to 42. The average duration of contested cases rose from 29 to 30 days, while that of uncontested cases fell from 23 to 19. District Judges disposed of 568 appeals from decrees as compared with 527 in 1916. As in the previous year, in 27 per cent the decisions of the first courts were modified or reversed. The average duration of appeals in District Judges' Courts was 34 days as against 33 in 1916. The figure for Kohat was unduly high, namely 65 days.

Divisional Judges disposed of 1,235 regular appeals as against 1,107 in 1916. An Additional Divisional Judge worked in the Peshawar Division practically throughout the year.

The Judicial Commissioner's Court.

50. The total number of appeals and revisions disposed of in the Court of the Judicial Commissioner during the year was 142 and 241 respectively compared with 141 and 221 respectively in 1916. The average duration of regular appeals was 70 days as compared with 49 days in the previous year. This rise was mainly due to the time taken up in printing the record in several complicated appeals of high value.

Execution of decrees.

51. Execution work showed a marked improvement; and much greater activity by decree-holders was displayed during the year under report than in 1916. 46 per cent of the amount in execution was realized as compared with 40 per cent in the preceding year. The percentage was the highest recorded for the province.

Processes.

52. A much needed reform was effected during the year in the Process Serving Agency by the raising of the pay of Naib Nazirs and Madad Naib Nazirs from Rs. 15 to Rs. 20. The establishment of bailiffs was also increased and some additions were made to the number of process-servers in various districts.

Insolvency.

53. The number of applications for insolvency under the Provincial Insolvency Act showed a welcome decrease from 230 in 1916 to 166 in 1917. Very few of these applications were filed by agriculturists.

Guardians and Wards Act.

54. The number of applications under the Guardians and Wards Act increased by 70 from 174 to 244. The rise occurred in the Peshawar, Kohat, and Bannu districts. Investments of surplus income were made in the War Loan.

## 7. Registration.

[Further information will be found in the provincial Note on the Registration Returns for the year ending 31st December 1917.]

General.

55. Compulsory registrations of immovable property in 1917 showed a further rise of approximately 9 per cent in number and 18 per cent in value compared with the preceding year. These increases occurred under all heads except gifts and perpetual leases. They were greatest in the case of sales which rose from Rs. 40,63,535 in 1916 to Rs. 47,64,072. The acquisition in the Hazara district by the military authorities of a large area near Abbottabad Cantonment and the consequent purchase of land by the owners with the compensation money received; the high prices which obtained in the Peshawar district for lands commanded by the Upper Swat canal; and the investments in house property by the money-lending classes in Dera Ismail Khan, owing to slackness of trade caused by railway restrictions on goods traffic, all operated to increase registration. In Bannu district alone was there a slight decrease due partly to better crops and partly to alienees relying more on the attestation by revenue officers of mutations.

The variations in optional registrations of immovable property were unimportant. As regards movable property, while the number of such registrations was substantially the same as in the previous year, their total value declined from Rs. 5·11 lakhs to Rs. 1·28 lakhs. The most marked decrease was in Peshawar district, where remarkable but unexplained variations occurred.

The total income from registration fees and all other receipts rose from Rs. 48,235 to Rs. 53,920. Expenditure increased slightly from Rs. 12,071 to Rs. 12,505, but its percentage to income was only 23 per cent as against 25 per cent in the previous year. The department was administered at small cost and continued a source of considerable profit, comparatively speaking, to Government.

## 8. District Boards.

[ Further details will be found in the Provincial Report on the working of District Boards for the year ending 31st March 1918. ]

56. The general working of the district boards in 1917 was only fairly satisfactory. In Hazara the members took special interest in public works of which they were personally in charge. In Peshawar district the work of the members continued to be of a purely formal character; the control of the Education, Medical, and Veterinary Departments remained, in practice, entirely in the hands of those departments, and the function of the board continued to be limited, as a rule, to giving retrospective effect to expenditure; and other matters, such as public works, were still managed by permanent officials.

The further trial of the system of placing money at the disposal of members for the repair of roads, mentioned in the previous year's report, was disappointing. In Hazara it proved a failure, and the board unanimously agreed that the regular employment of road gangs was preferable to the execution of repairs through members, nor was the scheme a success in Bannu; in Peshawar some good work was done, but the Tahsildars were unable to give much time to supervision, and it was difficult to get members to take any interest in the roads. As a means, therefore, of inducing members to take a greater part in the business of the boards through an appeal to their personal interest, the experiment did not achieve its object. The opinion was expressed that in some cases the area covered was too large for the board to manage and that the results would be better were the areas smaller and more homogeneous. Sanitation received more attention from boards, though as remarked in section 3 of Chapter VI, sanitation even in the large villages was entirely wanting. A total sum of Rs. 14,603 was spent under this head during the year.

Of the work done by the boards during the year the improvement of cattle breeding, noticed in the Veterinary Report (see Chapter IX), was the most satisfactory, as it was taken up with interest by all the boards. In Bannu district a small but interesting experiment in sericulture was carried out with sufficient success to warrant a further trial under an efficient silk expert when Government has decided the measures to be taken as a result of the recent enquiry into the silk industry of India.

Financial.

57. Excluding opening balances and debt head transactions, the total income of district boards, of which the local rate produced one-third, was Rs. 6·28 lakhs, nearly half a lakh above the income for 1916. Expenditure rose from Rs. 5,23,103 in the previous year to Rs. 5,64,352. The income under Provincial Rates (Rs. 2,19,009) was Rs. 12,579 better than in 1916. The largest increase was in Dera Ismail Khan district (Rs. 10,232) due to the excellent rabi harvest.

The income and expenditure under education increased from Rs. 2,12,382 and Rs. 2,56,121 to Rs. 2,40,560 and Rs. 2,81,153 respectively. A rise in income occurred in all districts owing to an increase in the Government grants for improvement of education and in the case of Peshawar and Bannu to the receipt of more school fees. Expenditure also advanced in all districts, due to the raising of the pay of teachers. The expenditure under this head, including Government grants, as compared with the total income of the boards, amounted to 44·7 per cent for the whole province, and

continued a heavy responsibility on the boards. Income under head "Medical" amounted to Rs. 30,725 against Rs. 62,300 in 1916. A nominal decrease took place in all districts, due to the fact that the year's total included Government grants for two years. Expenditure rose from Rs. 62,060 to Rs. 66,482. Under heads "Scientific and other Minor Departments" the income and expenditure rose from Rs. 4,862 and Rs. 33,851 to Rs. 6,113 and 37,186, respectively.

The Peshawar district alone is concerned with the head "Irrigation—Minor Works and Navigation (Canals)". The demand for the year, to be credited to district funds excluding arrears, was Rs. 9,939 against Rs. 11,947 last year. The fall was chiefly due to the Mohmand operations, as a large area near the defence line could not be sown and there was a decrease in the cultivation of the more expensive crops. The expenditure amounted to Rs. 11,020 against Rs. 11,463 in the previous year. The figures of the net demand and expenditure for the year show that the district board canals worked at a loss of Rs. 1,539. Some of this loss was due, in the opinion of the Deputy Commissioner, to the deterioration of the Shabkadar canal, which set in with the opening of the Upper Swat canal and the consequent lowering of the level of water in the Swat river. There was some improvement after the construction of the weir on the Swat river at Abazai, but the working of this canal continued far from satisfactory. The Michni-Dalazak canal was injured by heavy floods and there was a large expenditure on silt clearance. The income under "Civil Works" amounted to Rs. 92,089 against Rs. 73,351 and the expenditure rose from Rs. 1,30,171 to Rs. 1,40,441. The additional expenditure was mainly in Peshawar, due to the completion of sanitary works at Charsadda, in Kohat and Bannu.

## 9. Municipal Administration.

[ Further particulars will be found in the provincial Report on the working of Municipalities and Notified Areas for the year ending 31st March 1918. ]

Constitution.

58. There was no change in the number of municipalities and notified areas during the year. In every case the prescribed number of 12 meetings was held: the number of special meetings was 43 as against 50 in 1916-17. The attendance of non-official members was fairly satisfactory, and no meeting was adjourned for want of a quorum.

The attitude of members towards their municipal duties was unfavourably criticized in the district reports of 3 municipalities, namely, Peshawar, Kohat, and Dera Ismail Khan. In these committees a lack of interest and initiative was shown by the members, though, in the case of Peshawar and Kohat, it was qualified by a ready response to official suggestion: while they did not court it non-official members did not shirk responsibility when required by official members to undertake it; but in practice municipal work devolved mainly on the Secretary and official members. This want of initiative was well instanced in Peshawar when during the winter of 1917-18 there was considerable distress among the poor in the city owing to the high prices of grain. Although the gravity of the situation was apparent to all members it was not until forced to do so by official suggestion that the committee took any steps to relieve the distress, but once steps had been taken the members were of great assistance. The ill-feeling among the Hindu members of the Peshawar committee which existed in the previous year subsided, but in the Kulachi notified area committee factional jealousies continued to colour the views of most members towards municipal matters. The work of the committees in the remaining two districts, Hazara and Bannu, was more satisfactory. In both a spirit of intelligent interest and initiative was displayed, but, while in Hazara personal motives were not in evidence, in Bannu faction feelings greatly hampered effective individual effort.

While the general working of the committees was not unsatisfactory, their sub-committees continued to betray a tendency merely to record their formal approval to all proposals put before them. A notable exception was the educational sub-committee of the Peshawar municipality; and an interest in education marked the work of the Bannu committee. Individual attention

of members to sanitation remained everywhere ineffective. In spite of the transfers to military duty in the case of both Peshawar and Bannu of their municipal health officer, whereby the executive charge of his staff devolved on the Secretary, the sanitation of Peshawar city showed some improvement, and that of Bannu was reported by the Civil Surgeon to be highly creditable.

Excluding debt head transactions, the total income of municipalities rose from Rs. 10,04,226 in 1916-17to Rs. 10,49,348 and total expenditure declined from Rs. 7,07,638 to Rs. 7,00,842. The ratio of expenditure on education to total expenditure by the Peshawar municipality showed a large decline of 14·56 per cent due to the refund in the previous year of the Government grant of Rs. 50,000 for the construction of a high school. The only important work completed during the year was the tannery serai at Peshawar. The vegetable market in Peshawar was also taken in hand. The municipal balances at the close of the year were Rs. 9,77,122 in cash and Rs 8,74,193 in securities, against Rs. 12,15,086 in cash and Rs. 2,91,283 invested in the previous year. The balances of the notified areas were Rs. 65,111 in cash and Rs. 47,000 in securities, against Rs. 84,386 and Rs. 20,000 respectively in 1916-17. The decrease in cash balances and increase in investments were due to investments in the War Loan amounting to Rs. 7,73,000. The cash balances left in hand may seem to have been large, but it must be remembered that a number of important works in each municipality were deferred until the end of the war owing to the scarcity and high price of materials. A serious fire broke out in Bannu on the 5th November 1917 which destroyed 74 municipal shops, 2 sheds, and 9 private shops, the damage amounting to Rs. 70,000. During the year Lala Shanker Das, Head Clerk of the Civil Surgeon's Office, Peshawar, built at his own expense a private ward in the local Egerton Hospital at a cost of Rs. 1,600, which the municipality undertook to keep up.

TAXATION.

59. The income from octroi tax amounted to Rs. 6,01,809 as against Rs. 5,73,179 in the previous year. The increase was shared by all municipalities except Haripur and Bannu, the Bannu figures being practically the same as those of the preceding year. The increase was due to the prevailing high prices of all articles on account of the war and also to the large influx of trans-border people during the winter months attracted by high wages. Haripur suffered from curtailed communications and Bannu from the cessation of Waziristan imports owing to the Mahsud unrest. Octroi refunds amounted to Rs. 3,74,565 as compared with Rs. 2,49,150 in the previous year. The percentage of gross receipts refunded increased in each municipality and was notably high in Peshawar, *viz.*, 46·09. Two causes are given for the large refunds in Peshawar: (1) every year, as traders become more sophisticated, they take more trouble to obtain refunds; (2) the through traffic from India to Afghanistan and in the opposite direction continued to increase on account of war scarcity. Proposals for the substitution of a terminal tax for octroi in Peshawar were under consideration. The percentage of cost of collection fell in all municipalities except Bannu, where it rose slightly. Income from other taxes and rates amounted to Rs. 5,653 against Rs. 5,491 in 1916-17. The income of the notified areas from taxation and other sources was Rs. 95,131 as against Rs. 80,504 in the previous year, and an increase was recorded in all places except Nawanshahr and Lakki.

## 10. Military (Recruiting).

60. For the 12 months April 1917 to March 1918 the recruiting figures for the North-West Frontier Province amounted to 9,003 combatants and 4,180 non-combatants, or 13,183 men in all. Of these only those enlisting in the Labour Corps (1,606 men) came from trans-frontier agencies or Independent Territory. The remainder, 11,576 men, came from the five settled districts, whose male population amounted to 1,177,228. The total male population of the province between the ages of 18 and 35 (inclusive) may be taken to be 330,000 men: thus approximately 3½ per cent of the male population of military age was recruited during the year. When it is realized that two-thirds of the total number recruited were combatants, and consequently men between the

ages of 18 and 25, the severity of the strain on the younger male population will be realized. It should also be mentioned that approximately 900 recruits were enlisted during the year for service in the Frontier Militia Corps and Frontier Constabulary, forces which are included in the armed forces of India.

As regards the administration of recruiting during the year 1917-18, no special measures were adopted until July 1917. A Special Recruiting Officer was appointed in August and a Provincial Recruiting Board with Recruiting Committees in each of the five districts were nominated in September. Application was made for the introduction of the territorial recruiting system in August, and the services of 6 more Assistant Recruiting Officers were applied for. During September—November 2 Tahsildars and 6 Naib Tahsildars were appointed for work as District Assistant Recruiting Officers. Three of the Assistant Recruiting Officers asked for were appointed by the middle of November: the remaining three joined on January 30th, 1918.

During the winter the Chief Commissioner held recruiting darbars at Peshawar, Mardan, Kohat, and Bannu. Other recruiting meetings were held at smaller centres, such as Charsadda, Batgram, Swabi, Daudzai, and Badhber. On the whole, the Pathan and Punjabi Mussalman population responded heartily to the call, in spite of the counter-attraction afforded by the marked rise in wages of all kinds of labour. Several new clans and classes not hitherto enlisted, notably the Bannuchis, Marwats, and the Swatis of Mansehra, were opened up to recruiting. Attempts were made to organize combatant recruiting among the Sunni Bangash villages of Upper Miranzai, not with much success, however, owing to the inducements offered under one or other of the Technical Directorates. Large number of Bangashes were recruited by the Railway authorities during 1917.

A large number of direct commissions were granted to young Pathans and Punjabi Mussalmans of good standing and influence and in the majority of cases these nominees completed their quota of recruits.

A scheme for the allotment of clans to units, drawn up by the Divisional Recruiting Officer and approved by the Provincial Board, was sanctioned by the Adjutant-General and put in force with good results. To some extent it put a stop to the enlistment by regiments of clans other than those sanctioned in the regimental composition. This relieved the strain on the Yusafzai and Khattak clans, which were being induced to supply recruits to regiments not entitled to enlist them.

A large number of rewards for good recruiting work in the past were granted during the year. Apart from sanads and rewards 2 titles of Khan Bahadur and 3 of Khan Sahib were granted by the Government of India.

# CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

[ Further particulars will be found in the provincial Land Revenue Report for the agricultural year ending 30th September 1917. ]

Agricultural Stations.

61. The number of visitors to the agricultural stations continued to increase, and the services of the skilled labourers employed in the stations in nursery and orchard work were in much demand throughout the Province. The tests of Pusa No. 4 wheat showed it to be a satisfactory crop for irrigated lands but unsuitable for rain lands. The well known Australian variety "Federation" was extensively grown in the Kurram Valley where it is popular. At the Tarnab station Pusa No. 4 and Federation yielded the notably high outturns of 27 maunds 18 sers and 31 maunds an acre respectively. The new crop of sugar beet at Tarnab continued to yield a high weight of roots an acre with a good percentage of sugar. Work on cotton at Tarnab has not proved successful and has been given up. 30,400 peach, plum, pear, apricot, and other fruit trees of approved merit were distributed from the Tarnab nurseries during January 1917. The area under fruit in the province continued to extend. The Tarnab varieties were sold in the Peshawar market, but the best of the supply was exported to Bombay and Calcutta, during the year the propagation of the Mediterranean olives, which fruited well at Tarnab in 1916, was started.

### Agricultural Stock.

62. Cattle were generally in good condition though epidemic diseases were more prevalent than in 1917, and in the Kohat district the price of fodder was higher than usual.

## 2. Weather and Crops.

[ Further information will be found in the provincial Report on Seasons and Crops for the year ending 31st March 1918, and in the (1) Agricultural Statistics of India, Volume I, Tables II and III, (2) Estimate of Area and Yield of certain principal Crops in India, (3) Prices and Wages in India, and (4) Variations in Indian Price Levels.]

Character of the seasons.

63. The pre-monsoon rains of 1917 enabled large areas to be brought under kharif crops. The rainfall in May was above the average except in Peshawar, Kohat, and Dera Ismail Khan districts, and the June rainfall, although below normal, was in some cases sufficient for extensive kharif sowings except in Dera Ismail Khan, Bannu, Kurram, and the Tochi agency, where the unusually dry weather was not favourable for autumn sowings. The monsoon rains were, on the whole, timely and ample and greatly helped sowing preparations. In July rain was general, but below expectations, except in the Dera Ismail Khan district, but in August and September heavy downpours practically throughout the province restored the balance. During October local showers, which were beneficial for the rabi sowings, occurred in most parts of the province but failed to reach Bannu, Dera Ismail Khan, and Tochi. November was almost dry. In December, however, good and well distributed rain led to further extension of sowing for the spring crop. A drought followed in December and January which occasioned some anxiety for the standing crops on unirrigated areas, but heavy rain in March ensured a good harvest in spite of local damage due to excessive rainfall and to hailstorms. Hailstorms did some damage to crops in the majority of the districts and in the Tochi, and the abnormally heavy rain in August and September damaged the maize crops in some districts. In the Kurram agency the maize, rice, and mung crops suffered from a specially destructive pest, and the damage done necessitated a suspension of land revenue to the amount of Rs. 7,071. The widespread prevalence of autumnal malaria interfered to no little extent with the gathering of the autumn harvest.

64. The total sown area exceeded that of the previous year and the assumed normal area by 2 and 5 per cent respectively. The total matured area was 14 and 10 per cent respectively more than that of the preceding year and the normal matured area. The autumn harvest was satisfactory, the total area sown and the matured area being both 4 per cent above normal. The spring harvest also was good, being 6 per cent above the average. The total area sown was 6 per cent more than in the previous year and the normal figure. **Sown and cropped areas.**

65. The area of crops irrigated during the year was 979,097 acres representing 33 per cent of the total crops sown. 341,829 acres, or 35 per cent of the irrigated area, were watered by Government canals and 454,627 acres by private canals. **Irrigated areas.**

66. Special encouragement was again given for the extension of wheat cultivation which as a result increased from 1,050,478 acres to 1,143,421 acres. The yield on both irrigated and unirrigated lands was an average one, and but for the excessive rainfall in March would have been better. The gross outturn was 14 per cent above normal. **Chief staples.**

The outturn of the other principal crops as compared with the estimated normal outturn was as follows :—

| *Name of crop.* | *Outturn in percentage of estimated normal.* |
|---|---|
| Rice ... ... ... ... ... | 71. |
| Jowar ... ... ... ... ... | 96. |
| Bajra ... ... ... ... ... | 90. |
| Maize ... ... ... ... ... | 126. |
| Sugarcane ... ... ... ... ... | 100. |
| Cotton ... ... ... ... ... | 49. |
| Barley ... ... ... ... ... | 99. |
| Gram ... ... ... ... ... | 121. |
| Rapeseed ... ... ... ... ... | 83. |

67. Prices remained high owing to the war, though compared with the previous year they were easier owing to the better harvests. With the exception of Dera Ismail Khan, the price of wheat advanced in all districts and agencies. In Peshawar the price was forced up by the profiteering of a ring of dealers ; accordingly a declaration was made in that district under Section 3 of the Articles of Commerce Ordinance, and a surcharge of Re. 1 a maund was also imposed on the railway freight of food grains and flour exported therefrom. There was an abnormal rise in the price of cotton due to local shortage as well as other factors. Bajra and maize in Hazara ; rice, jowar, rapeseed, and *gur* in Peshawar ; and barley in Kohat, commanded higher prices than in the year previous. **Harvest prices.**

68. The total export of cereals and pulses across the frontier again decreased, the decline being attributable to better harvests in tribal areas as well as to high prices in India. As usual, the principal export was wheat which went chiefly to Southern Waziristan, Dir, Swat and Bajaur, and Tirah. Plentiful food stocks were laid in by the cultivators as a result of the good harvests. **Trade and food stocks.**

## 3. Arboriculture and Horticulture.

[ Further details will be found in the provincial Reports on the working of the District Boards and Municipalities for 1917-18. ]

69. The district boards spent Rs. 15,495 on arboriculture as against Rs. 13,877 in 1916-17, and Rs. 3,509 on botanical and other public gardens compared with Rs. 3,559 in the previous year. The income from the latter head was Rs. 1,850, and Rs. 5,615 were received on account of sale proceeds of trees, grass, &c., as against Rs. 1,797 and Rs. 6,427 respectively in 1916-17. The expenditure of Municipal Committees on arboriculture, public gardens, and experimental cultivation declined from Rs. 46,308 in 1916-17 to Rs. 42,210 in the year under report. Information regarding Arboriculture in the Tochi and Wana agencies is given in paragraph 77 of the next section. **Road-side trees and Municipal gardens.**

## 4. Forests.

[ Further particulars will be found in the provincial Progress Report on Forest Administration for the year ending 30th June 1918, and in the Statistics of British India, Volume II—Financial Statistics. ]

**Alterations in areas.**

70. Transfers of small areas in the Hazara Galis from the charge of the Forest Department to that of the Army Department resulted in a decrease of 4 acres under the head Departmental Reserved Forests with a corresponding increase under Military Reserved Forests.

**Working plans.**

71. No new working plans were prepared or sanctioned during 1917-18, but towards the close of the year the Assistant Inspector-General of Forests visited the Hazara forests in connexion with the long delayed revision of existing working plans and future administration of the division. Working plan prescriptions were generally carried out with only two exceptions, namely, in the Siran range, where exploitation continued somewhat in arrears, and in the Dungagali and Thandiani ranges where the exploitation of oak remained much in arrears owing to the lack of demand for trees for charcoal in forests not connected with main lines of communication.

**Communications and buildings.**

72. The continued necessity for economy due to the war again led to the postponement of all large road projects. The improvement of the Makhnial-Nurpur Shahan bridle path was completed during the year. Under buildings the construction of workshops, seasoning chambers, etc., at Jaba for the manufacture and seasoning of walnut rifle half-wroughts for the Ishapore Rifle Factory was in hand at the close of the year.

**Protection.**

73. The total number of forest offences inquired into during the year was 2,064, which was 263 less than in 1916-17 and 170 below the triennial average, and cases of injury by fire disposed of numbered 25 as against 29 in the previous year and a triennial average of 31. Under the new classification of offences cases of unauthorized felling and removal of produce numbered 549, but adding 489 cases of illicit grass cutting and lopping for fodder shown in the year under report under "grazing offences," the number of unauthorized fellings was 1,038, or 209 less than in the previous year. Cases of unauthorized grazing amounted to 1,480, but allowing for the change in classification the number was 991 as against 1,033 in 1916-17. The damage done by fire was very great. The area specially protected from fire was 49,535 acres, of which no less than 15,636 acres were burnt, giving a percentage area successfully protected of only 68·44 acres as compared with 99·91 in 1916-17. In addition 360 acres not specially protected were burnt; so that during the year under report a total area of 15,996 acres of forest was burnt in 62 fires.* Of these fires 36, or more than half, involving the large area of 14,431, or ·90 per cent, were started by villagers to obtain new grass. The corresponding total figures of incendiarism for 1916-17 were 24 fires affecting only 137 acres. This large increase was due partly to the temptation to burn on a wholesale scale offered the villagers by the quantity of old coarse grass in scrub forests and pine needles in the *chil* forests which had accumulated since the last outbreak of incendiarism three years previously, and to the exceptional dryness of the forests owing to the failure of rain, which delayed sowing operations and led the villagers to expect that unless the forests were burnt quickly, they would be required to assist in extinguishing fires when busily engaged in sowing already overdue. With respect to protection from cattle, liberal concessions to the villagers were sanctioned, towards the close of the year, for free grazing and grasscutting throughout the reserved forests.

**Natural and artificial reproduction.**

74. *Chil*, blue pine, and spruce seeded satisfactorily during the year, while deodar and silver fir produced but little seed, though the former did better than in the previous year. Of broad leaved trees maple, horse-chestnut, elm, and bird cherry seeded well, and many seedlings established themselves, though in hot exposed localities many were killed off by drought and excessive exposure to the sun. Reproduction of walnut continued extremely poor, and the artificial regeneration of this species may be taken as essential. Measures for assisting natural regeneration were proceeded with, but the work was kept on

* Later figures supplied by the Deputy Commissioner of the district make the total even higher, *viz.*, 19,242 acres.

an experimental footing pending the introduction of revised working plans. It was too early to say what success attended the work carried out during the previous year and the year under report. No artificial reproduction was carried out during the year.

**Exploitation.**

75. The total area worked over under the different systems of management was approximately 28,013 acres as compared with 27,865 in 1916-17. Further, some 17,066 acres were allotted to contractors for the removal of fallen wood for use as fuel by the troops stationed in the Galis and Kakul. The area under unregulated fellings remained as high as in the previous year owing to the continued heavy demand for fuel for the Rawalpindi and Hasan Abdal supply: exploitation of hard woods, such as elm and horse chestnut, on a larger scale than usual also influenced the figures. The heavy demand for medicinal roots, etc., led to much exploitation of these products. With respect to departmental exploitation 75,000 cubic feet of timber (or 4·03 per cent of the total timber outturn) were removed in the Kagan and Khanpur ranges as compared with 32,000 cubic feet (1·89 per cent) in 1916-17. The demands of the Abbottabad depôt for firewood and charcoal were exceedingly heavy during the year owing to the large population in cantonments during the summer and to a cold winter. Despite difficulties of transport and labour 180,000 cubic feet of firewood in the form of wood fuel or charcoal as against 110,000 cubic feet in 1916-17 were removed during the year. The value of sales was Rs. 33,552 as compared with Rs. 26,919 in 1916-17. The outturn from all sources during the year as compared with that of 1916-17 is exhibited in the following table :—

| Class of produce. | Outturn 1917-18. | Outturn 1916-17. | Difference. |
|---|---|---|---|
| Timber ... ... | 1,860,000 c. ft. | 1,692,000 c. ft. | + 168,000 |
| Firewood ... ... | 1,461,000 „ | 1,476,000 „ | — 15,000 |
| Minor produce ... | Rs. 30,805 | Rs. 36,741 | — 5,936 |

**Hazara *guzaras***

76. The same incendiarism occurred in the Hazara *guzaras* (village forests managed by the Deputy Commissioner of the district) as in the reserved forests, and for the same reasons. The total area burnt was 37,000 acres as compared with 315 acres in the previous year. The number of trees felled for the private use of right-holders decreased by 4,772 from 26,395 in 1916-17 to 21,623 in the year under report. Forest offences fell from 60 to 49, and fines declined from Rs. 2,397 to Rs. 1,720. The concessions as regards grazing and grass cutting granted in the reserved forests were extended during the year to the village *guzaras*.

**Miscellaneous.**

77. Reference has been made above to the construction of workshops at Jaba for the supply of walnut half-wroughts for the Ishapore Rifle Factory. It was decided that 10,000 half-wroughts should be prepared and sent to the factory annually, and during the year under report 250 walnut trees, 24 inches and over in diameter, were felled and logged. Arboriculture in the Tochi and Wana agencies continued to make progress in spite of difficulties. In the Wana agency the fruit trees planted by the local Wazir maliks in the years 1905-06 and 1908-09 bore excellent fruit in the year under report, especially apricots and grapes, which commanded high prices locally.

**Financial results.**

78. The financial results of the working of the department are given in section 8 of Chapter V below. The year's working showed a surplus of Rs. 2,64,282 and a cash surplus of Rs. 1,75,570. The demand for timber continued exceptionally brisk, yielding a revenue of Rs. 2,57,531. The total expenditure in the management of the State forests was Rs. 58,624 as compared with Rs. 30,596 in 1916-17. The rise was due to increased departmental work under both timber and firewood and to the commencement of the Jaba workshops.

## 5. Mines and Quarries.

[Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1918, the Report of the Chief Inspector of Mines in India for 1917, and the Statistics of British India, Volume I.—Commercial Statistics.]

**Kohat Salt Mines Division.**

79. The total quantity of salt excavated from the Kohat Salt Mines Division during the year under report was 544,621 maunds compared with 721,181 maunds in 1916-17, a decrease of 32 per cent. Sales in 1917-18 amounted to 509,185 maunds, or 245,361 maunds less than in the preceding year. Issues amounted to 554,667 maunds as against 713,731 maunds in the year previous. During the year 538,776 maunds of salt issued from the division were declared for British territory and 15,891 maunds for Afghanistan and Independent territory as against 705,638 and 8,093 maunds respectively in 1916-17. In the Bahadur Khel Circle a probationary Inspector and a trader were convicted under the Indian Penal Code, the former for passing out 50 maunds and 12½ seers of salt from the depôt without payment of duty and the latter for abetment of the offence. They were sentenced each to two years' rigorous imprisonment and a fine of Rs. 500.

**Indian Mines Act**

80. The only mine regulated by the Indian Mines Act (VIII of 1901) which worked during the year was the slack coal mine in the Hazara district. Its output was 215 tons of slack coal valued at Rs. 3,010 as compared with 75 tons valued at Rs. 375 in 1916. No new license for prospecting for coal in minerals was granted during the year. Two licenses, one for coal and the other for minerals, remained in force.

**Other minerals.**

81. The outturn and value of other minerals recovered in 1917 which do not come under the Act was 68,600 cubic feet or 2,541 tons of limestone valued at Rs. 1,715 in the Peshawar district. No prospecting license for petroleum was granted during the year, and none was in force.

## 6. Manufactures.

[Further details will be found in the provincial Report on the working of the Indian Factories Act, 1911, for the year ending 31st December 1917, and in the Statistics of British India, Volume I—Commercial Statistics.]

**Factories.**

82. The number of factories in the province subject to control under the Indian Factories Act, 1911, during the year under report was 6 as against 4 in the previous year. All were in the Peshawar district, the two additions being the First Advanced Repair Workshop, Mechanical Transport, at Peshawar Cantonment and the Royal Flying Corps Workshop at Risalpur. 3 factories were inspected during the year by the Inspectors of Factories as well as by the District Magistrate. Towards the close of the year the services of the Inspector were placed at the disposal of the Army Department, and pending his return District Magistrates were appointed Inspectors under the Act for their respective districts. The sanitary conditions and ventilation of the factories were reported to be satisfactory, and the health of the operators good. There was no appreciable increase in the wages of unskilled labour in the factories. Women were employed in only 3 factories, and at a daily wage; only 4 children were employed. No accidents occurred during the year, and the machinery was reported to be properly fenced.

## 7. Trade.

[Further details will be found in the provincial Report on the External Land Trade for the year ending 31st March 1918, and in the Statistics of British India, Volume I—Commercial Statistics.]

**Total trade.**

83. The volume of external trade of the province in each of the past three years, excluding animals and treasure, is exhibited in the following statement:—

| Year. | Imports. | | Exports. | |
|---|---|---|---|---|
| | Maunds. | Value. | Maunds. | Value. |
| | | Rs. | | Rs. |
| 1915-16 ... ... | 8,80,977 | 1,11,66,947 | 8,72,078 | 1,95,36,327 |
| 1916-17 ... ... | 5,13,669 | 84,91,317 | 5,68,007 | 1,50,28,288 |
| 1917-18 ... ... | 8,37,903 | 1,31,29,146 | 6,37,045 | 2,16,18,766 |

The total value of trade during 1917-18 amounted to nearly Rs. 347½ lakhs, and judged by this standard its total volume increased by as much as 48 per cent compared with 1916-17; but the higher prices that prevailed during the year naturally accounted for some of this increase. That there was a very substantial recovery, however, is borne out by the figures for maundage, for which there was a corresponding rise of over 46 per cent. These better returns were due to the restored tranquillity of the border, the raising of the Swat blockade, and the stimulus given by the war to certain classes of trade.

The many middlemen of this province engaged in the Indo-Central Asian trade, were hard hit by the collapse of Russia. On the other hand the resultant situation in Russian Central Asia gave a remarkable stimulus to exports to some trans-frontier countries which hitherto had imported most of their manufactured articles from Russia. An instance of this was afforded by the export trade to Badakshan and neighbouring countries which increased in value from 4½ lakhs to 10 lakhs, owing to Indian goods taking the place of Russian merchandise.

The percentage proportion of the total provincial trade shared by each trans-border was as follows :—

| | *1916-17.* | *1917-18.* |
|---|---|---|
| Afghanistan ... ... ... ... | 52 | 50 |
| Tirah ... ... ... ... ... | 12 | 6 |
| Dir, Swat and Bajaur ... ... ... | 24 | 37 |
| Buner ... ... ... ... ... | 1 | 1 |
| Waziristan ... ... ... ... | 6 | 3 |
| Kurram ... ... ... ... ... | 5 | 3 |

Afghanistan trade maintained its lead, and contributed half the trade of the province; Dir, Swat and Bajaur regained the position they lost in the previous year and accounted for one-third.

84. There was a large increase in the value of both the import and export trade with Afghanistan: imports rose by Rs. 27,40,000 and exports by Rs. 16,64,000. As regards weight, however, while imports increased by 75,977 maunds exports declined by 16,540 maunds showing that the rise in value in the case of exports was due in some measure to higher prices. The increase in imports was spread over many articles including horses, ponies and mules, asafœtida, fruits of all kinds, skins, manufactured leather, ghi, timber, raw wool, piece-goods, and shawls; and nearly all these increases were traceable, either directly or indirectly, to stringency in India. The sudden rise in the import of manufactured leather from Rs. 69,300 in the previous year to Rs. 2,87,150 was noticeable: in 1916-17 imports were cut off owing to the needs of the Afghan Army. With respect to exports, some of the chief increases were in twist and yarn, piece-goods, porcelain, glass, manufactured leather, brass and copper, petroleum, stationery, and other manufactured articles. As already remarked the increase in some cases was due to higher prices; for example, the export of European piece-goods rose by Rs. 1¾ lakhs in value but declined by over 1,100 maunds in weight. Afghanistan.

With regard to the export of manufactured articles generally, the export of cattle fell by very nearly half, and the export of wearing apparel almost ceased. Both these shrinkages were traceable directly to war prices in India.

85. Trade with Tirah fell from Rs 28 lakhs to Rs. 23 lakhs. Imports contracted by Rs. 2,34,000. All the chief articles of import such as cordage, dyeing materials, hides, skins, and wools, declined as a result generally of over importation in the preceding year. Under one head, "dyeing materials" (*dandasa*), there was a specific cause, namely, the heavy rainfall in the summer of 1917 which delayed the drying of the bark used for the trade. Exports declined by Rs. 2,60,000 mainly under heads Indian twist and yarn, Indian piece-goods, indigo, oils, tobacco, and un-refined sugar. These articles all recorded considerable rises the previous year, and the reason for the drop in the year under report must be looked for partly in the very high prices of these commodities which prevailed in India and partly to overstocking. The only important item which showed an increase was raw cotton, of which the Tirah.

village weaving industry across the border absorbed a larger quantity owing to the difficulty of procuring manufactured cloth.

**Dir, Swat and Bajaur.**

86. Trade with Dir, Swat and Bajaur amounted to about Rs. 131¾ lakhs as compared with Rs. 56 lakhs in the preceding year. The increase was spread over both imports and exports. The Malakand route alone (though there are five other routes) was responsible for more than two-thirds of the total trade. The import trade developed in nearly all commodities. A considerable increase in the case of timber was due to the heavy demand for works in Mesopotamia. In exports there were large increases under horses, ponies and mules, twists and yarn, piece-goods, dyeing materials, wheat, petroleum, sugar, tobacco and other articles of manufactured merchandise. Iron declined as compared with the previous year owing to less demand due to the high cost of this metal.

**Trade with other areas.**

87. Trade with Buner amounted to 4¾ lakhs against 3 lakhs in the previous year and imports and exports both increased. The general advance in imports was especially marked in the case of ghi owing to the ready market and good prices obtainable for this article, of which a great deal finds its way to Peshawar. In exports a similar increase appeared in almost all articles, due to the continued preference of Swat and Bajaur traders for the Rustum route. The Waziristan trade amounted to Rs. 11½ lakhs against Rs. 14½ lakhs in the preceding year. Imports fell from Rs. 7 lakhs in 1916-17 to Rs. 4 lakhs in 1917-18, but exports remained in the neighbourhood of Rs. 7½ lakhs. Trade with Northern Waziristan *viâ* Saidgi diminished as a whole. The import of timber declined owing to purchases by the Military Department for the new buildings at Miranshah, and bad crops were responsible for a decrease in drugs and fruits. The decline in trade with Southern Waziristan *viâ* Murtaza and Khirgi, which was noticed in the preceding year, continued both in the case of imports and exports, as the operations undertaken against the Mahsuds in June 1917 suspended all traffic with Waziristan for three months. The most important decreases in imports occurred under the heads fruits (dried and green) and timber. In exports the decline was chiefly in Indian cotton piece-goods, wheat, and tobacco. The Kurram trade declined in value from rather over 11 lakhs in 1916-17 to 10 lakhs. The decrease was almost entirely under exports. A poor dwarf-palm (*mazri*) crop caused a falling off in the import of cordage.

**Tea.**

88. Indian green tea and foreign black tea practically held the export market. The total export of Indian teas (green and black) amounted to Rs. 4,39,000 as against Rs. 3,79,000 in 1916-17, the increase being confined to green tea. The export of foreign teas remained practically the same, but whereas the export of foreign green tea fell from Rs. 1,44,000 to Rs. 7,000, that of foreign black tea was more than double the figure of the previous year.

**Salt.**

89. The total foreign trade in salt amounted to 230,800 maunds as against 196,000 maunds, an increase of 18 per cent. There were large decreases in the trade with Northern and Eastern Afghanistan, due in the former case to the opening of salt works in Western Afghanistan.

## Joint Stock Companies.

[For further particulars see the annual report on the working of Joint Stock Companies in the North-West Frontier Province for the year ending 31st March 1918, and the Statistics of British India, Volume I—Commercial Statistics.]

90. The number of registered companies remained the same, namely 2, and there was no change in the total number of limited companies (8) working at the end of the year. One firm of bankers increased its subscribed and paid up capital by Rs. 4,000 and Rs. 7,189 respectively. The liquidation proceedings of 2 of the 4 companies that were being wound up at the close of 1916-17 were completed during the year under report; those of the remaining 2 companies dragged on, and the official liquidator of the National Import and Export Company, Limited, Peshawar, was censured for failing to summon an annual general meeting of the company. Club Committees again failed in some matters to comply strictly with the requirements of the Act, the Risalpur Cavalry Club, which had filed no balance sheets since 1914,

being by far the worst offender. The only Provident Insurance Society in the province continued to work, though it was necessary to order an inquiry under Section 17 (1) of Act V of 1912 (Provident Insurance Societies). There was no Life Assurance Company in existence in the province. No private company filed any papers in the office of the Registrar, Joint Stock Companies, during the year.

## 8. Buildings and Roads.

[ Further details will be found in the provincial Report of the Public Works Department, Buildings and Roads Branch, for the year ending 31st March 1918. ]

**Total expenditure.**

91. The total outlay on civil public works (including Posts and Telegraphs) by the Buildings and Roads Branch of the Pubic Works Department in the North-West Frontier Province during the year was Rs. 24,49,315, or Rs. 1,85,695 less than in 1916-17. The decrease was due to the civil work of the Roads and Buildings Branch having to give way to military requirements.

### Imperial Civil Works.

**Posts and Telegraphs.**

92. The outlay on Imperial Civil Works (Posts and Telegraphs) was Rs. 6,167 as compared with Rs. 7,631 in the previous year.

### Imperial Military Works.

93. The total expenditure on original military works was Rs. 98,54,768 as compared with Rs. 24,29,333 for the pre-war year 1913-14.

### Civil Works—Imperial and Special.

94. The total expenditure during the year on Civil Works—Imperial and Special—amounted to Rs. 24,43,148 as against Rs. 23,44,079 in 1916-17. The outlay on orginal works was Rs. 6,53,239 and on repairs Rs. 15,35,000 compared with Rs 6,23,656 and Rs. 14,51,596 in 1916-17.

**Militia and Constabulary buildings.**

95. The Mohmand blockade line (with the exception of temporary towers and redoubts) was taken over by the newly raised Mohmand Militia in August 1917, but the buildings of all kinds, which were built from military funds, continued to be maintaind from the military budget, the wire entanglements only being kept in repair by the Militia from the reserve stock of wire, pickets, etc. During the year a comprehensive project for the adaptation to the needs of the Mohmand Militia of the existing accommodation on this border and the provision of additional buildings from the civil funds of the Buildings and Roads Branch was taken up as an urgent measure and was well advanced by the end of the year. Under the general project for the provision of new lines, rifle ranges, and fortified posts for the Frontier Constabulary throughout the province, the posts at Kachai and Marai in the Kohat district and lines and rifles ranges at Hangu and Tank were in progress, and posts at Domanda and Draban in the Dera Ismail Khan district, together with lines and rifle ranges at Oghi in the Hazara district, were completed.

**Civil buildings.**

96. Under this head were included the completion of the Sessions Court house at Abbottabad and the judicial lock-up at Mansehra. The construction of courts for the Assistant Commissioner and Extra Assistant Commissioner at Tank were in progress.

**Communications.**

97. Extensive improvements, chargeable to military funds, to various civil communications to adapt them for mechanical transport were put in hand or were in progress during the year. They included improvements to the Peshawar-Landi Kotal roads, the Kohat-Thal-Parachinar road, the construction of a new metalled road from near Jatta in the Dera Ismail Khan district to Jandola *viâ* Khirgi, and improvements to the Gomal road including a temporary bridge over the Gomal river near Murtaza. Improvements in progress chargeable to civil funds included the metalling of the road from Jehangira to Swabi and Swabi to Mardan, and the construction of a 51-foot span bridge on the Kohat-Aimal Chabutra road. The construction of a Civil Rest House at Thal was in progress.

Educational buildings.

98. Land was taken up and levelled and preparations were begun for starting work on a new Normal (Training) College at Peshawar for which the final designs were put in hand.

Police buildings.

99. The construction of a new police station at Mathra in the Peshawar district was in progress during the year.

Medical buildings.

100. During the year a 7 bed inoculation ward for tubercular patients in the Abbottabad district jail was completed.

Jail buildings.

101. The construction of barracks for 200 prisoners was in progress in the Dera Ismail Khan district jail during the year.

## 8-A. Railways.

[ Detailed information will be found in the Administration Report on Railways in India for the calendar year 1917.]

102. The Pezu-Tank section of the North-Western Railway, 21·1 miles, 2′ 6″ gauge was opened for traffic on the 20th October 1917.

## 9. Irrigation.

[ Further details will be found in the provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1918, and in the Statistics of British India, Volume I—Commercial Statistics. ]

103. *Lower Swat Canal.*—The area irrigated by the Lower Swat Canal is practically a fixed quantity : in the year under report it amounted to 168,448 acres as compared with an average of 164,087 acres for the three years ending in 1917, and 166,367 acres in the preceding triennium. The area matured was 167,019 acres against 157,101 acres in 1916-17. The working of the canal resulted in a profit representing 10·75 per cent on the capital invested. The masonry work of the new Abazai weir, a short distance above the Abazai Fort and a little below the off-take of the canal, was completed during the year. The Stoney gates, which are to be fixed on the weir, cannot be supplied until the war is over. So far, however, no great difficulty has been experienced in holding up the supply by temporary arrangements, but these have been to some extent prejudicial to the working of the Doaba, right bank, district canal.

104. *Kabul River Canal.*—On this canal the total area irrigated was 47,677 acres as compared with an average of 45,555 acres for the three years ending 1916-17 and of 45,651 acres in the previous triennium. The matured area was 46,889 acres against 45,881 acres in 1916-17. Working expenses amounted to Rs. 421,039. The year's operations resulted in a profit of 7·47 per cent on the capital invested as against a percentage of 5·35 in the previous year. A sum of Rs. 50,652 was spent on four new works for cross drainage flow. The reinforced concrete siphon under the Bara river, displacing an old and dangerous wooden acqueduct, was also completed.

105. *Paharpur Canal.*—The area irrigated was 24,966 acres as compared with 32,832 acres in 1916-17, while the area assessed was 19,883 acres against 25,832 acres in the previous year. Realizations amounted to Rs. 55,782 against Rs. 31,092 of the previous year. No capital expenditure was incurred during the year. Sums of Rs. 8,448 and Rs. 46,496 respectively were spent on extensions and improvements and on maintenance and repairs. The year's working resulted in a loss of 2·77 per cent as against 3·26 per cent in the previous year. The canal was badly breached during the monsoon by flood water, banks made during the previous year not having proved strong enough. The question of an off-take for a canal at Kalabagh was investigated during the year; there seems to be very little prospect of such a scheme maturing in the near future.

106. *Upper Swat Canal.*—The area irrigated during the year was 120,811 acres against 96,446 acres in 1916-17, and the area matured was 118,041 acres against 93,925 acres in the preceding year. The expenditure (direct and indirect) under the head Capital Account during the year was Rs. 6,56,154, bringing the total cost debitable against the second revised project estimate to

Rs. 2,08,46,174 as against the estimated amount of Rs. 2,05,55,583, resulting in an excess of Rs. 2,90,591. The project estimate was closed on 31st March 1918. In the upper part of the canal, irrigation continued to develope satisfactorily, and a project for the further extension of the irrigated area was prepared for watering an area of about 3,755 acres in the Sam Ranizai tract (tribal) by a channel taking off from the pitched channel portion of the main line, a short distance above Dargai Fort. This was sanctioned by Government after the close of the year. For the reasons given in the report for 1916-17, the development of irrigation in the lower portions of the canal, particularly in the Swabi tahsil, remained unsatisfactory. The canal is expected to pay its way in a year or two, but is not likely to become technically remunerative until the higher water rates proposed for it can be levied. The bringing to full section of the Benton (Malakand) Tunnel was completed during the year; it can now pass a supply sufficient for the fully developed irrigation on the canal.

The working of the districts board canals, head Irrigation—Minor Works and Navigation (Canals), is noticed in Chapter III, Section 8.

# CHAPTER V.

# REVENUE AND FINANCE.

[ Further details on the subjects dealt with in this chapter will be found in the Revenue Accounts of the Government of India for the financial year ending 31st March 1918, and in the Statistics of British India, Volume II—Financial Statistics. ]

## 1. Gross Revenue and Expenditure.

107. The following statement compares the receipts, expenditure, and closing balances under the various heads of revenue for 1916-17 and 1917-18 :—

| Heads. | Receipts. | | Expenditure. | | Closing balance. | |
|---|---|---|---|---|---|---|
| | 1916-17. | 1917-18. | 1916-17. | 1917-18 | 1916-17. | 1917-18. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Special Revenues ... | 59,94,743 | 61,38,673 | 58,92,220 | 66,18,028 | 5,26,103 | 51,749 |
| Local Funds ... ... | 12,74,767 | 14,12,977 | 12,15,510 | 13,80,092 | 7,17,208 | 7,50,183 |
| Municipal Revenues ... | 14,75,300 | 16,02,958 | 13,93,714 | 18,56,664 | 12,98,035 | 10,44,329 |
| Total ... | 87,44,810 | 91,54,608 | 85,01,454 | 98,49,694 | 25,41,346 | 18,46,261 |

The following table shows in detail the receipts under the various heads of revenue in the year under report :—

| Major heads. | Imperial. | Special. | Total. | *Difference.* + more − less on figures for 1916-17. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Land Revenue ... ... ... | ... | 22,06,066 | 22,06,066 | + 65,439 |
| Opium ... ... ... | ... | 65,889 | 65,889 | + 12,462 |
| Stamps ... ... ... | ... | 7,29,269 | 7,29,269 | + 24,042 |
| Excise ... ... ... | ... | 4,32,051 | 4,32,051 | + 73,335 |
| Provincial Rates ... ... ... | ... | 1,424 | 1,424 | − 1,624 |
| Customs ... ... ... | ... | ... | ... | ... |
| Income-tax ... ... ... | 5,446 | 2,94,222 | 2,99,668 | + 39,221 |
| Forest ... ... ... | ... | 3,37,711 | 3,37,711 | + 96,726 |
| Registration ... ... ... | ... | 55,259 | 55,259 | + 5,952 |
| Interest ... ... ... | 29,713 | ... | 29,713 | − 6,749 |
| Law and Justice—Courts of Law ... | ... | 2,31,821 | 2,31,821 | + 26,563 |
| Law and Justice—Jails ... ... | ... | 39,910 | 39,910 | − 9,293 |
| Police ... ... ... | ... | 42,951 | 42,951 | + 18,501 |
| Education ... ... ... | ... | 24,357 | 24,357 | − 1,27,013 |
| Medical ... ... ... | ... | 895 | 895 | + 169 |
| Sanitation ... ... ... | ... | ... | ... | ... |
| Agriculture ... ... ... | ... | 8,042 | 8,042 | + 7,270 |
| Scientific, &c. ... ... | ... | 156 | 156 | − 312 |
| Receipts in aid of Superannuation ... | ... | 26,182 | 26,182 | − 774 |
| Stationery and Printing ... ... | ... | 13,882 | 13,882 | − 9,877 |
| Miscellaneous ... ... ... | ... | 1,60,466 | 1,60,466 | + 2,048 |
| Major Works ... ... ... | 7,78,912 | 4,88,447 | 12,67,359 | + 2,41,080 |
| Minor Works ... ... ... | ... | ... | ... | ... |
| Civil Works ... ... .. | ... | 1,75,692 | 1,75,692 | + 6,697 |
| Transfers between Imperial and Provincial | − 8,03,981 | + 8,03,981 | ... | ... |
| Total ... | 10,090 | 61,38,673 | 61,48,763 | + 4,63,863 |

The gross expenditure in detail, excluding expenditure of the Military, Railways, Post Office and Telegraph Departments, and capital expenditure on Canals, was as follows :—

| Major heads. | Imperial. | Special. | Total. | *Difference.* + more—less than figures for 1916-17. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Refunds and Drawbacks ... ... | 11,677 | 11,676 | 23,353 | +4,150 |
| Assignments and Compensations ... | 8,797 | 8,797 | 17,594 | +248 |
| Land Revenue ... ... ... | 3,90,984 | 2,75,906 | 6,66,890 | −9,343 |
| Stamps ... ... ... | 13,211 | 13,211 | 26,422 | +1 838 |
| Excise ... ... ... | 8,149 | 8,149 | 16,298 | −750 |
| Income-tax ... ... ... | 493 | 494 | 987 | −84 |
| Forest ... ... ... | 76,937 | 76,938 | 1,53,875 | −35,805 |
| Registration ... ... ... | 6,539 | 6,538 | 13,077 | −1,011 |
| Interest on Ordinary Debt ... ... | ... | ... | ... | ... |
| Interest on other Obligations ... ... | 206 | ... | 206 | ... |
| General Administration ... ... | 2,68,723 | 1,23,323 | 3,92,046 | −30,052 |
| Law and Justice—Courts of Law ... | 4,65,339 | 2,27,389 | 6,92,728 | −28,038 |
| Law and Justice—Jails ... ... | 1,70,799 | 1,70,800 | 3,41,599 | −33,882 |
| Police ... ... ... | 12,85,941 | 12,85,940 | 25,71,881 | −3,65,454 |
| Education ... ... ... | 2,96,841 | 2,96,841 | 5,93,682 | −76,621 |
| Ecclesiastical ... — ... | 61,316 | ... | 61,316 | −7,361 |
| Medical ... ... ... | 85,964 | 66,908 | 1,52,872 | +29,924 |
| Sanitation ... ... ... | 1,12,560 | 1,12,560 | 2,25,120 | −4,118 |
| Political ... ... ... | 24,03,722 | 22,18,994 | 46,22,716 | −9,19,350 |
| Agriculture ... ... ... | 35,009 | 35,008 | 70,017 | −8,394 |
| Scientific, &c. ... ... ... | 5,739 | 5,739 | 11,478 | +4,574 |
| Territorial and Political Pensions ... | 41,313 | ... | 41,313 | +18,620 |
| Civil Furlough and Absentee Allowances ... | ... | ... | ... | ... |
| Superannuation, &c. ... ... | 90,011 | 90,011 | 1,80,022 | −3,060 |
| Stationery and Printing ... ... | 53,718 | 53,718 | 1,07,436 | +12,283 |
| Miscellaneous ... ... ... | 20,290 | 20,289 | 40,579 | +1,843 |
| Famine Relief ... ... .. | ... | ... | ... | ... |
| Major Works ... ... ... | 5,46,772 | 1,58,361 | 7,05,133 | +7,83,557 |
| Minor Works ... ... ... | 37,076 | 37,076 | 74,152 | −34,695 |
| Civil Works ... ... ... | 13,14,870 | 13,08,362 | 26,23,232 | −1,97,126 |
| Total ... | 78,12,996 | 66,13,028 | 1,44,26,024 | −8,92,101 |

## 2. Land Revenue.

108. The Land Revenue Report gives the figures for land revenue for the agricultural year ending 30th September, whereas the financial year ends 31st March. Consequently there must always be a difference between the total collections for the financial year ending 31st March as returned by the Treasury and the returns for the agricultural year as furnished by the Revenue Commissioner. The Land Revenue Report for the year ending 30th September 1917 shows the following figures for collections, including those on account of previous years, comments on which have already been made in Section 1 of Chapter II, dealing with demands :—

| | Rs. |
|---|---|
| Fixed Land Revenue ... ... ... | 18,87,432 |
| Fluctuating Land Revenue ... ... ... | 2,83,039 |
| Temporarily excluded from fixed Land Revenue Roll ... | 9,198 |
| Other Land Revenue ... ... ... | 1,30,470 |
| Total ... | 23,10,139 |

## 3. Irrigation.

[ Further information will be found in the provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1918. ]

109. The total capital outlay (direct and indirect) invested up to the end of 1917-18 on Imperial canals classed as Productive Major Works was Rs. 2,72,77,561. Capital expenditure during the year totalled Rs. 6,85,462. The gross receipts (direct and indirect) from all sources, excluding refunds, was Rs 12,66,661. Working expenses amounted to Rs. 7,43,060 and interest charges to Rs. 9,11,669. The result was a net loss of Rs. 3,88,068. This loss was incurred on the working of the Paharpur and Upper Swat canals, and will be found discussed in Chapter IV, Section 9. In 1916-17 it amounted to

Rs. 4,92,384. There were no Imperial canals classed as Productive Minor Works in the province. District Board canals (Irrigation—Minor Works and Navigation) showed a deficit of Rs. 1,539 as compared with a surplus of Rs. 484 in the preceding year.

## 4. Excise and Opium.

[ For further particulars see the provincial Report on Excise Administration for the year ending 31st March 1918. ]

110. The gross excise income for the year 1917-18, *viz.* Rs. 4,32,034, was the highest yet reached, and represented an advance of nearly three-quarters of a lakh, or approximately 20 per cent, on the revenue for 1916-17. Rs. 39,618, or 54 per cent, of this increase was due to the greater consumption of opium arising from the largely increased number of Indian troops and followers in the province, combined with the enhancement of the opium duty from Rs. 25 to Rs. 27-8-0 a ser. Rs. 23,538, or 32 per cent, was due to increased receipts from license fees for the sale of liquors. The province depends principally on the Punjab for its country spirit and Indian-made foreign liquors supplemented by a small supply—mostly rum for the troops—from the United Provinces, and these two provinces, it should be noted, were the gainers of Rs. 4,20,283 and Rs. 21,356 of revenue respectively from the still-head duty of liquors consumed in the North-West Frontier Province. Expenditure advanced slightly, but its ratio to income, excluding Rs. 4,41,639 credited to the Punjab and the United Provinces, fell from 4·5 to 3·9 per cent. As a result the net income for the year under report was Rs. 4,15,022 as against Rs. 3,42,711 for the previous year.

The introduction in the province of the new excise policy under the Punjab Excise Act (I of 1914) was completed by the publication of further rules. These proved satisfactory, except that in the Hazara district some difficulty was experienced in the disposal of licenses by auction. This necessitated a modification whereby, in place of having a fixed maximum auction price for each shop based on previous sales and profits—introduced as an additional safeguard against fictitious bidding—a return to free competition was permitted coupled with the announcement, however, of fixed retail sale prices. The margin of profit to the retailer was fair in all districts except Bannu, where the contractors combined and raised the prices exorbitantly.

With effect from the 1st April 1917 the issue price of excise opium was enhanced from Rs. 25 to Rs. 27-8-0 a ser, and, with effect from the 1st April 1918, the contract supply system of plain spirit was withdrawn.

**Liquors.**

111. The consumption of country spirit increased from 35,013 gallons to 40,391 gallons, the rise being due both to the presence of more troops and to the large profits made during the war by the trading community, who thus had much surplus cash to spend on luxuries. Receipts on account of country-spirit vend fees were Rs. 20,571 more than in 1916-17. The number of retail licenses remained the same, namely 30. The steady advance which in the preceding two years special spirits had made in the public favour was maintained, with the result that the sales of this brand during the year under report equalled those of plain spirit. It is probable the sales would have been greater but for certain difficulties as regards bottling and a falling off in the supply of certain flavoured spirits from the Punjab. The larger garrison in the province and the consequent increase in sales of liquor was responsible for a rise in convictions for drunkenness from 62 cases in the previous year to 118. Most of these were in the Peshawar district and the convicted persons were in almost every instance regimental followers. 18 serious offences in respect to intoxicating liquors occurred in the Hazara district, all of which related to the manufacture of *jaur* (rice beer) by Gurkhas. In order to check this illicit practice licenses for *jaur* manufacture for home consumption and a shop license were issued which should enable the Gurkhas to obtain licitly their favourite beverage.

A welcome innovation in excise administration was the closing of all auctioned liquor shops throughout the Peshawar district during the *Dusehra* and *Holi* festivals, a measure which had the ready approval of the respectable inhabitants.

The demand for Indian-made beer continued to increase. The wholesale vend rose by 32,407 gallons and canteen sales by 11,025 gallons. It is true that the sales of this beer under shop licenses fell off by 221 gallons and under bazar licenses it remained practically the same as in the previous year, but the retail vend would certainly have been very considerably higher, owing to the larger garrison of British troops in the province, had not the public in anticipation of a futher rise in prices laid in stocks in advance. This latter factor was responsible also for the all-round increase, despite an advance in prices, in the wholesale vend to the public of imported wine, spirits, and beer.

112. Opium revenue rose from Rs. 1,34,684 to Rs. 1,72,482 owing, as already noted, to an expansion of sale as well as an enhancement of duty. No imports of Afghan opium were made by the wholesale licenses, the demand for it being almost extinct owing to excise opium being preferred by the public. As a result it was found that Ningrahar opium was being smuggled direct to Bengal, where it was treated to resemble excise opium, and where during the year under report an unusually large number of Pathan offenders were arrested with large quantities of the drug in their possession. Except in Dera Ismail Khan contractors reaped ample profits. In that district the incidence of vend fees was high, and it is satisfactory to note that they were unable to combine to keep up prices. It is hoped therefore that the speculative bidders who secured the licenses at the auctions received a salutary lesson. **Opium.**

113. The total receipts from hemp drugs amounted to Rs. 1,14,543 as against Rs. 1,04,982 in the previous year, an increase which was derived from license fees of all districts except Kohat, where there was a small reduction. This was no indication of any increase in the drug habit, but was due to the expectation on the part of bidders that sales would rise owing to the increased garrison and camp-followers. Although only 3,742 sers of *charas* were returned as sold illicitly as against 3,694 sers in 1916-17, yet there is no doubt that a considerably larger quantity of the drug than this was again smuggled into the Peshawar district, where it fetched 4 *tolas* a rupee as compared with 2 *tolas* for the licensed article. The number of offences in respect to *charas* rose from 12 to 17, the increase being confined to the Peshawar district. Sepoys of Independent Territory rejoining their units were mainly concerned in these offences, as they took advantage of their position to bring back the drug with them on return from their homes, both for illicit disposal and for their own use. **Charas and bhang.**

The sales of *bhang* decreased owing to the use of smuggled *bhang* from Khost and Khurassan, which is a stronger intoxicant than the drug imported from the Punjab.

114. Peshawar is the only district in which the consumption, licit or illicit, of cocaine is of any importance. The licit sale of the drug amounted to 102,265 grains as against 102,295 grains in 1916-17. Four arrests of notorious smugglers were made and the offenders convicted. **Cocaine.**

## 5. Salt Revenue.

[Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1918.]

115. The receipts of the Kohat Salt Mines division for the year 1917-18 on account of excise duty on sales was Rs. 6,36,731, or Rs. 3,10,166 less than in the year 1916-17, the decreased revenue being due to less sales. The total charges, exclusive of treaty payments, amounted to Rs. 90,050, or Rs. 2,977 more than in the previous year. This gave a ratio of charges to receipts of 14·14 per cent as against 4·94 in 1916-17. No change was made in the excise duty on salt during the year under report.

## 6. Stamp Revenue.

[Further details are given in the provincial Note on the Stamp Returns for the year ending 31st March 1918.]

116. The total receipts under the Court Fees and Stamp Acts in 1916-17 were Rs. 7,22,068 and exceeded those of 1916-17 by Rs. 23,480. Net receipts

advanced from Rs. 6,66,486 to Rs. 6,89,236. Expenditure rose by Rs. 730, from Rs. 32,102 to Rs. 32,832, but its proportion to gross income remained the same as in the previous year, *viz.* 4·5. Income from Court fee stamps rose from Rs. 4,49,432 to Rs. 4,54,878. The increase was spread over all districts except Peshawar, where there was a decrease of Rs. 11,600, which, unless it could be attributed to the war, the Deputy Commissioner was unable to explain. The increase was greatest in Dera Ismail Khan and was due to a large number of suits instituted against Powindahs, whose credit had suffered from the war. Receipts from the sale of non-judicial stamps rose from Rs. 2,58,133 to Rs. 2,71,534, the advance being shared by all districts. In Dera Ismail Khan the increase was due partly to a greater demand for houses and partly to the increased investments in house property owing to slackness of trade following on the restrictions on rail-borne traffic. In other districts the expansion was due, as usual, to the increased recognition of the value of written over oral agreements.

## 7. Income Tax.

[Further details will be found in the provincial Note on the Income Tax Returns for the year ending 31st March 1918.]

117. The total number of assessees during the year under report was 3,288 against 3,042 in the previous year, and the collections rose from Rs. 2,53,545 in 1916-17 to Rs. 2,92,001 in 1917-18. All districts shared in these increases, which were accounted for by the large profits of traders from dealings in grain and cotton goods, etc., as well as by the presence of a larger number of troops in the province with the consequent gains enjoyed by contractors for supplies and public works. The net collections, including excess collections, arrears, and refunds, amounted to Rs. 2,93,951 against Rs. 2,56,757 in the preceding year.

The variations under Parts I to III were unimportant, but under Part IV.—Other sources of Income—a substantial increase was noticeable both in the number of assessees and the amount of tax, the figures for the year being 2,703 assessees and Rs. 1,89,906 as against 2,727 assessees and Rs. 1,58,484 in 1916-17. As a result of this increase the number of objections filed before Collectors rose from 1,179 to 1,431 in the year under report, and the original demand was reduced by Rs. 19,599, or 8 per cent. There were 121 petitions for revision to the Revenue Commissioner as against 135 last year.

The balance outstanding at the close of the year amounted to Rs. 33,421 compared with Rs. 7,112 in the preceding year. Of this sum Peshawar was responsible for Rs. 17,789 and Dera Ismail Khan for Rs. 13,381. The working of the Act entailed no difficulties. No coercive processes for the recovery of the tax were issued during the year under review, and the number of writs of demand fell from 703 in 1916-17 to 638 in 1917-18.

## 8. Forest Revenue.

[Further details will be found in the provincial Progress Report on Forest Administration for the year ending 31st March 1918.]

118. The revenue and expenditure for the year ending 30th June 1918 is shown in the following table :—

| | Rs. |
|---|---|
| **Revenue** | |
| I.—Timber and other produce removed from forests by Government Agency ... ... ... ... | 39,363 |
| II.—Timber and other produce removed by consumers or purchasers ... ... ... ... | 2,81,997 |
| III.—Drift and waif wood ... ... ... | 2,289 |
| IV.—Revenue from forests not managed by Government ... | 688 |
| V.—Miscellaneous ... ... ... ... | 11,933 |
| Total ... | 3,26,270 |
| **Expenditure.** | |
| Conservancy and Works ... ... ... | 97,958 |
| Establishment ... ... ... ... | 62,742 |
| Total ... | 1,60,700 |
| Yeilding a Cash Surplus of ... ... ... | 1,75,570 |

The revenue increased by Rs. 74,487, being practically Rs. 1 lakh higher than the quinquennial average 1912-13 to 1916-17, and the cash surplus was the highest provincial figure ever reached. Expenditure rose by Rs. 37,677. The increase in revenue was due to abnormal conditions arising out of the war and to the demand for timber remaining brisk owing to heavy requirements for military purposes and by the public, who purchased timber for construction as iron was not procurable. Prices also rose appreciably during the year. The rise in expenditure was due chiefly to departmental timber operations on a small scale in Kagan and Khanpur ranges, to increased cost of transport for firewood and charcoal and the larger quantities carried, and to expenditure on the walnut workshops at Jaba. The cash surplus was also a record one, being Rs. 36,810 above that of the previous year and Rs. 60,721 above the average of the previous quinquennium.

The net result of the year's working was as follows :—

| | Rs. | Rs. |
|---|---|---|
| Cash surplus ... ... | | 1,75,570 |
| Increase in outstandings of revenue ... ... | 27,831 | |
| Increase in outstandings against contractors and disbursers... ... ... | 4,509 | |
| Increase in value of stock ... ... | 43,047 | |
| Increase in value of live and dead stock ... ... ... ... | 13,325 | |
| | | 88,712 |
| Total ... | | 2,64,282 |

## 9. Local Funds.

119. The total transactions of the district funds are shown below :— **District Funds.**

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total ... | 3,44,110 10 6 | 6,46,383 12 2 | 9,90,494 6 8 | 6,61,059 0 9 | 3,29,435 5 11 |

The actual total receipts amounted to Rs. 6,46,383-12-2 as compared with Rs. 5,81,132-4-10 during the previous year ; while the total payments amounted to Rs. 6,61,059-0-9 as compared with Rs. 5,54,513-1-10 during the last year.

120. There are 8 such funds. Their total transactions, as compared with those of the previous year, are shown in the subjoined statement :— **Cantonment Funds.**

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total 1917-18 ... | 1,28,643 1 1 | 5,37,616 1 8 | 6,66,259 2 9 | 4,96,544 8 1 | 1,69,714 10 8 |
| Total 1916-17 ... | 1,04,958 0 10 | 4,71,165 12 8 | 5,76,123 13 6 | 4,47,480 12 5 | 1,28,643 1 1 |

The comparatively high closing balance of the Nowshera Cantonment Fund was due to the funds having been allowed to accumulate to carry out progressive measures.

121. There are 3 such funds, and their total transactions, as compared with those of the previous year, are shown below :— **Cantonment General Hospital Funds.**

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total 1917-18 ... | 128 6 0 | 15,405 8 11 | 15,533 14 11 | 15,349 13 7 | 184 1 4 |
| Total 1916-17 ... | 56 6 0 | 15,365 3 6 | 15,421 9 6 | 15,293 3 6 | 128 6 0 |

**Town and Bazar Funds.**

122. The Hill Location and Sanitary Fund in the Hazara district and the Parachinar Bazar Fund in the Kurram agency are the only funds under this head. The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Hill Location and Sanitary Fund— | | | | | |
| 1916-17 ... | 2,430 8 7 | 1,264 4 2 | 3,694 12 9 | 688 13 11 | 3,005 14 10 |
| 1917-18 ... | 3,005 14 10 | 764 11 6 | 3,770 10 4 | 689 1 1 | 3,081 9 3 |
| Parachinar Bazar Fund— | | | | | |
| 1916-17 ... | 9,180 15 11 | 21,974 14 1 | 31,155 14 0 | 26,470 4 2 | 4,685 9 10 |
| 1917-18 ... | 4,685 9 10 | 15,848 11 4 | 20,534 5 2 | 17,782 13 3 | 2,751 7 11 |

**Medical and Charitable Funds.**

123. The Lady Minto Swat Hospital Fund in Dir Swat is the only fund of this description. The income of the fund is derived from the rent of shops andis utilised in the maintenance of the male and female hospital. The receipts and payments of the fund during the year under report amounted to Rs. 9,633-14-5 and Rs. 7,941-3-5 respectively. The fund closed with a balance of Rs. 6,088-2-9.

**Police Funds.**

124. These are branches of the Police Remount Fund under the control of the Inspector-General of Police. Their total transactions are shown in the subjoined statement :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total (1917-18) ... | 2,522 9 10 | 7,285 0 0 | 9,807 9 10 | 5,492 1 0 | 4,315 8 10 |
| Total (1916-17) ... | 1,604 12 11 | 4,934 5 8 | 6,539 2 7 | 4,016 8 9 | 2,522 9 10 |

**Public Works Funds.**

125. These funds, known as the Canal Clearance Funds, exist in two tricts, Peshawar and Bannu. Their total transactions are shown below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total (1917-18) ... | 1,31,539 2 8 | 1,15,480 8 11 | 2,47,019 11 7 | 1,11,057 5 6 | 1,35,962 6 1 |
| Total (1916-17) ... | 1,25,337 15 0 | 78,076 1 2 | 2,03,414 0 2 | 71,874 13 6 | 1,31,539 2 8 |

**Agror Accumulation Fund.**

126. The nature of this fund was explained in Chapter V of the Report for the year 1901-03. The sum of Rs. 37,000 on account of the surplus balance of the Agror Estates was invested in Government Promissory Notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund. The opening balance of the fund was nil ; the receipts during the year amounted to Rs. 1,291-12-4 as compared with Rs. 5,728-12-8 in the previous year, and the payment to Rs. 1,000-11-11 against Rs. 6,649-2-2. The fund closed with a balance of Rs. 291-0-5.

**Famine Fund.**

127. This fund exists only in the Dera Ismail Khan district. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0.

**Chowkidari Clothing Fund**

128. This fund exists only in the Hazara district and was started in 1906-07. There were no transactions during the year. It opened and closed with a balance of Rs. 2.

**Saddana or Embankment Fund.**

129. This fund exists in the Dera Ismail Khan district and was sanctioned in the year 1906-07. The opening balance was Rs. 97,993-6-10, the receipts amounted to Rs. 63,267-3-2 and the payments to Rs. 63,085-7-6. It closed with a balance of Rs. 98,175-2-6. In the previous year the receipts and payments amounted to Rs. 45,358-10-11 and Rs. 22,922-5-8 respectively.

Municipal Funds.

130. These are sub-divided into municipalities proper and notified areas. There are altogether 6 municipalities and 8 notified areas in the North-West Frontier Province. Their total transactions were as noted below :—

| | Opening Balance. | Receipts. | Total. | Payment. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs A. P. | Rs. A. P. |
| | | *Municipalities.* | | | |
| Total ... | 12,12,351 7 3 | 15,08,910 14 11 | 27,21,262 6 2 | 17,46,415 4 6 | 9,74,847 1 8 |
| | | *Notified Areas.* | | | |
| Total ... | 85,683 15 0 | 94,046 11 4 | 1,79,730 10 4 | 1,10,249 1 4 | 69,481 9 0 |
| Grand Total 1917-18... | 12,98,035 6 3 | 16,02,957 10 3 | 29,00,993 0 6 | 18,56,664 5 10 | 10,44,328 10 8 |
| Grand Total 1916-17... | 12,16,449 10 1 | 14,75,299 12 0 | 26,91,749 6 1 | 13,93,713 15 10 | 12,98,035 6 3 |

All the municipalities and notified areas bank with Government treasuries. Their accounts opened and closed with credit balances during the year under report.

# CHAPTER VI.

# VITAL STATISTICS & MEDICAL SERVICE.

[ For further information on the subjects dealt with in this chapter see the Statistics of British India, Volume III—Public Health. ]

## 1. Detail of Census.

[ *Vide* pages 55—60 of the provincial Administration Report for 1911-12. ]

## 2. Births and Deaths.

[ For further details see the provincial Sanitary Administration Report for the year ending 31st December 1917. ]

**General.**

131. The year 1917 was on the whole a healthy one for the province. No case of cholera was reported, plague was almost absent, and the number of reported deaths from small-pox was only 87, which, though probably not reliable, is a clear index that there was no serious mortality from this disease. On the other hand, in spite of the fact that the malarial season of 1917 was not as severe as that of 1916, the number of deaths from "fevers" showed a slight increase compared with the previous year. The birth-rate and death-rate based on the census figures for 1911 for the year under report was 32·1 and 29·9 *per mille* respectively; calculated on the estimated population it was 32·5 and 28·2 a thousand.

The excess of recorded births over recorded deaths during the six years 1912—1917 has shown an alarming drop from 27,904 to 4,387, the decline being a continuous one except for a small rise in 1915.

**Births.**

132. The total number of births registered during 1917 was 65,549, a decrease of 3,525 compared with the previous year. Of this total 36,216 were males and 29,333 were females, the provincial decrease being share equally by both sexes. The provincial birth-rate on the census population 32·1 *per mille*, was 1·7 *per mille* less than the rate in 1916, *viz.* 33·8, and was the lowest in India and Burma, with the exception of Assam (31·55). For the two sexes separately the ratio of births was 17·7 for males and 14·4 for females a thousand respectively, compared with 18·7 and 15·1 in the preceding year, a decrease respectively of 1·0 and 0·7 *per mille*.

It is possible that the chief cause of the decline in the birth-rate in the year under report was the severe incidence of malaria in the previous year; for instance in Peshawar district, where in 1916 malaria was very prevalent, the number of births declined by 3,177. The highest birth-rate was in Hazara, 38·4 *per mille*, and the lowest in Peshawar, 27·9. The largest decrease, namely 6·1 *per mille*, was in Kohat. The proportion of male to female births was 123 to 105, and was greater than in any other province. This marked disproportion is due partly, no doubt, to incorrect registration of female births.

**Deaths.**

133. The number of deaths registered during 1917 amounted to 61,162, of which 32,590 were males and 28,572 were females: this represents a total provincial decrease of 260 over the figures of 1916. The provincial death-rate on the census population was 29·9 *per mille*, which was 0·2 *per mille* less than in 1916. The number of deaths among males was 129 more and among females 389 less than in the preceding year, the resulting death-rates being 30·2 and 29·7 a thousand respectively as against 30·1 for both sexes in 1916. The highest mortality was in Dera Ismail Khan (40·5) and the lowest in Peshawar (24·7). In the three districts of Kohat (34·5), Bannu (39·6) and Dera Ismail Khan (40·5) the rate was above the provincial average (29·9). The slight fall in the provincial rate was due to the decreased incidence of mortality, from 4·5 to 3·6, under the classification "all other causes," *i. e.*, other than the chief diseases cholera, small-pox, plague, fever, dysentery, &c. In Bannu and Dera Ismail Khan, however, the mortality due to fevers rose from 24·1 to 32·3 and from 25·9 to 33·7 respectively. Of the provincial death-rate as a whole 24·8 deaths a thousand were due to fevers: no other cause reached 1 *per mille*.

The mortality in urban areas was higher than in rural ones. Abbottabad was the healthiest town with a death-rate of only 10·3 *per mille*. Lakki Notified Area returned the very high rate of 59.

The unhealthiest months were January, October, November and December, when the death-rate varied between 3·13 and 3·99. The healthiest months were May, June, July and August, when the death-rate varied between 1·94 and 1·64.

Infantile mortality.

134. The figures for infantile mortality were markedly high, 194 infants under one year of age having died out of every 1,000 born. Compared, however, with the rest of India this rate was about the average for the year. The figure for 1916 was 185, but it was then remarked that probably more accurate registration would enhance it, and the high figure for 1917 may have been due to this cause or else to the prevalence of malaria. The death-rate among children under 5 was 73 *per mille*.

Chief diseases.

135. As already remarked, no case of cholera was recorded in the province during 1917, and there was no serious mortality from small-pox. The only districts that notified the latter disease were Peshawar and Kohat, in which 53 and 34 deaths occurred respectively.

The total number of plague cases was only 23 and the number of deaths 15 : these figures included 12 cases and 7 deaths in the Sherani country in Independent territory. The mortality from dysentery and diarrhœa, though slightly above normal, was not high, being 0·25 as against the quinquennial average of 0·19. Recorded deaths from respiratory diseases numbered 0·94, or 0·16 above the average of 0·78 for the past five years.

Under " fevers " 50,561 deaths were registered, or 1,500 more than in 1916. Compared with the previous year there was less malaria in Peshawar and Hazara districts, approximately the same in Kohat, and considerably more in each of the Bannu and Dera Ismail Khan districts. As regards prophylactic measures quinodine was tried as a hoped-for new and cheap substitute for quinine. Though the experiments were not on a sufficiently comprehensive scale to be conclusive, yet the results obtained tended to show that the drug is less efficacious as a prophylactic than quinine.

## 3. Sanitation.

[ Further details will be found in the provincial Sanitary Administration Report for the year ending 31st December 1917. ]

Sanitary improvements and projects.

136. The war again prevented the commencement of any of the larger schemes of water-supply and sanitary improvement, and only scanty progress could be made with those already started. The Sanitary service as such nearly reached the vanishing point by the end of the year.

The Government grant-in-aid of Rs. 1,00,000 for sanitary works which had not been given in 1916 was renewed in 1917, and out of it a sum of Rs. 80,000 was allotted to the Peshawar Municipality as a further grant-in-aid towards their extensive scheme of improvement. Of the remaining Rs. 20,000 the Dera Ismail Khan Municipality, who had been doing good work in paving their city, received Rs. 15,000, and small sums of Rs. 2,000, Rs. 1,500 and Rs. 500 were given to improve the bad conditions existing in Pabbi, Kulachi, and Tank. In addition to these grants the Peshawar Municipality received a sum of 1 lakh as the final instalment of the special grant towards their improvement scheme.

The expenditure by local bodies on water supply, sanitation, &c., continued low in proportion to their incomes. District Boards, for instance, spent not more than Rs. 1,122 on conservancy establishment charges out of an income of Rs. 3,34,045. The result was that the condition of all the larger villages remained filthy, and in many of them typhus is probably endemic.

## 4. Medical Relief.

[ Further details will be found in the provincial Report on Dispensaries for the year ending 31st December 1917. ]

General

137. The Medical Department continued to be handicapped by the continuance of the war, and the year under report was a record of reduced staffs and diminished work. In order to provide the staffs for three new hospitals for

the recently raised Mohmand Militia and the Frontier Constabulary and to replace Assistant Surgeons deputed to military duty, it was necessary to close 4 travelling State-Public dispensaries and 2 non-aided dispensaries of the Peshawar Medical Mission. For the same reasons 2 Medical Inspectors of Schools were withdrawn and 2 Sub-Assistant Surgeons, employed as 3rd class Health Officers, were recalled for medical charges. No new State-Public or Local Fund hospital was opened during the year, but 2 District Board dispensaries in the Peshawar district were nearing completion slowly.

**Attendance and accommodation.**

138. The total number of patients treated in general hospitals and dispensaries was 844,029 as against 919,355 in 1916, a decrease of 75,326. In-patients numbered 12,650 and out-patients 831,379, being a decline of 235 and 75,091 respectively on the figures of the preceding year. The decrease in the number of in-patients was greatest in Bannu, where it amounted to 12·7 per cent. The ratio of deaths per cent of in-patients rose slightly from 2·51 in 1916 to 2·65 in the year under report. The number of available beds was 901, of which 536 were for males and 365 for females, but one-half of the number remained constantly unoccupied. More than 50 per cent of the large decrease in the number of out-patients is attributable to the closing of the dispensaries and to the fact that the out-door attendance for 1916 was swollen abnormally by the very widespread malaria in the autumn of that year.

**Statistics of diseases and surgery.**

139. The following abstract shows the number of cases of the more important diseases treated during the year as compared with 1916 :—

| | *1917.* | *1916.* |
|---|---|---|
| Cholera ... ... ... ... | *Nil.* | 87 |
| Dysentery ... ... ... ... | 13,912 | 15,852 |
| Enteric fever ... ... ... ... | 171 | 184 |
| Malaria ... ... ... ... | 234,081 | 254,229 |
| Plague ... ... ... ... | 5 | 4 |
| Pneumonia ... ... ... | 1,557 | 1,669 |
| Pneumatic fever and rheumatism ... ... | 12,515 | 12,663 |
| Small-pox ... ... ... ... | 18 | 45 |
| Syphillis ... ... ... ... | 2,693 | 2,666 |
| Tubercle of the lung ... ... ... | 676 | 681 |
| Other tubercular diseases ... ... ... | 699 | 806 |
| Diseases of the eye ... ... ... | 106,697 | 118,204 |
| Dyspepsia ... ... ... ... | 38,743 | 44,432 |
| Diarrhœa ... ... ... ... | 10,218 | 12,738 |
| All other diseases of the digestive system ... | 84,494 | 98,138 |

A curious return was that of 153 out-door attendances for enteric fever. The number of surgical operations performed during the year was very slightly less than in 1916, namely 35,868 compared with 36,912. Operations classified as selected numbered 3,672, which, in the circumstances of the year, was satisfactory. Operations for cataract and calculus were the most numerous, and all kinds of operations for removal of stone rose by 60.

**Financial.**

140. Including an opening cash balance of Rs. 5,699 the total income of the State-Public, Local Fund, and Private-aided dispensaries for the year was Rs. 2,00,357, a decrease of Rs. 23,506 compared with 1916. The Government grant was Rs. 80,941, or Rs. 3,834 more than that of the previous year. European subscriptions fell from Rs. 10,917 to Rs. 2,848, but Indian subscriptions rose from Rs. 1,782 to Rs. 3,304. Expenditure increased from Rs. 1,97,190 in 1916 to Rs. 1,98,368. The chief heads of increase were the cost of European medicines (Rs. 5,485) and buildings and repairs (Rs. 2,093), while diet charges fell by Rs. 1,051 and the cost of establishment from Rs. 1,08,658 to Rs. 1,02,294. The average cost of medical relief for both in-patients and out-patients, excluding cost of buildings and repairs, was approximately Re. 0-3-4 a head.

**Medical relief in Agencies.**

141. In the agencies the total number of patients treated during the year under report was 138,510 compared with 146,299 in 1916, a total decline of 7,789. Practically the whole of this decrease occurred in out-door attendance, which fell from 144,382 to 136,623; the number of in-patients was only 30 less than in the previous year. In the Wana agency the dispensaries at Tanai and Khajuri were closed, and at Wana itself, owing to the withdrawal

of the garrison from the tahsil, the hospital was able to do out-door work only. In the Tochi agency civil medical work was handicapped by the civil surgeoncy being held by an officer in collateral military charge, which naturally militated against the requisite touring in the agency. Good work among the population of the Kurram agency continued to be done. The Kurram people have learnt the efficacy of malaria prophylactics, and as the year was locally a bad malarial one, the demand for quinine, &c., was very large. The hospitals in the Malakand agency continued to be well patronized, the large increase in the number of out-door patients which occurred in 1916 being well maintained. The removal of the blockade of Upper Swat resulted in an increase of 179 in-patients in the Minto Swat Hospital, from 671 in 1916 to 850 in 1917, and the hospital continued to be a success. In the Chitral sub-agency the number of out-patients was good, namely 29,979, as against 27,526 in 1916, an increase of 2,453.

## 5. Vaccination.

[ Further details are given in the provincial Report on Vaccination for the year ending 31st March 1918. ]

**Vaccination.**

142. The number of persons vaccinated during the year 1917-18 was 130,061, or 28,161 less than in the previous year, and was the smallest in any year during the last five years. The number of primary operations decreased by 20,591 and secondary operations by 7,570. Re-vaccinations decreased by over 30 per cent. This all-round decline was primarily due to the prevalence of malaria, but a contributory cause was indifferent work by some members of the staff. The percentage of cases in which operations were successful was 42·46 *per mille* compared with 50·85 in the previous year, and an average of 49·95 for the previous quinquennium. It is, however, satisfactory that the death-rate for small-pox for the year ending 31st March 1918 was only ·03 as against ·08 in 1916-17, and an average of ·35 for the previous five years. In the agencies the returns were better; the total number of vaccinations amounted to 9,311, or 2,379 more than in 1916, due chiefly to the employment for the first time of a vaccinator in the Wana agency, but the number was still below the figure for 1915-16.

**Expenditure.**

143. The cost of the department during the year amounted to Rs. 15,759, an increase of Rs. 309 over that of the preceding year; and the average cost of each successful case rose from Re. 0-1-8 to Re. 0-2-0.

**Lymph.**

144. The lymph used was glycerinated chloroform lymph from the Punjab Vaccine Institute, which gave good results. The average number of vaccinations performed with each tube varied from 36·0 to 68·9.

# CHAPTER VII.

# INSTRUCTION.

[ Further information on the subjects dealt with in this chapter will be found in the Statistics of British India, Volume V—Education, and Volume IV—Administrative, Judicial, and Local Self-Government. ]

## 1. General system of Instruction.

[ *Vide* pages 35-36 of the provincial Administration Report for 1916-17. Further information will be found in the provincial Report on Public Instruction for the quinquennium 1912—17. ]

## 2. Education.

[ Further details will be found in the provincial Report on Public Instruction for the year ending 31st March 1918.]

**Number of Institutions and scholars.**

145. The following tables show the number of educational institutions for boys and girls in the Province in the years 1916-17 and 1917-18 :—

*Boys' Schools and Colleges.*

| Class of Institution. | *Number of Institutions.* | | Increase or decrease. | *Number of scholars.* | | Increase or decrease. |
|---|---|---|---|---|---|---|
| | 1916-17. | 1917-18. | | 1916-17. | 1917-18. | |
| Arts Colleges ... | 2 | 2 | ... | 177 | 188 | +11 |
| Training College (Normal School). | 2 | 2 | ... | 75 | 74 | −1 |
| High Schools ... | 17 | 17 | ... | 5,469 | 5,522 | +53 |
| Middle Schools ... | 33 | 34 | +1 | 7,144 | 7,201 | +57 |
| Primary Schools ... | 585 | 582 | −3 | 25,097 | 24,841 | −256 |
| Private Schools ... | 260 | 308 | +48 | 4,361 | 3,926 | −435 |
| Total ... | 899 | 945 | +46 | 42,323 | 41,752 | −571 |

*Girls' Schools.*

| | | | | | | |
|---|---|---|---|---|---|---|
| Middle Schools ... | 4 | 4 | ... | 787 | 738 | −49 |
| Primary Schools ... | 42 | 44 | +2 | 2,484 | 2,661 | +177 |
| Private Schools ... | 49 | 22 | −27 | 691 | 983 | +292 |
| Total ... | 95 | 70 | −25 | 3,962 | 4,382 | +420 |

The above tables show that there was a total increase of 21 institutions, but a slight decrease of 151 scholars in attendance. The decrease in the number of scholars took place mainly in private schools, despite the fact that the number of private institutions actually rose by 21, but as these schools are not open to departmental inspection reliance cannot be placed on the returns received from them. A slight decline in the attendance at primary schools for boys was almost counterbalanced by an increase in the attendance at primary schools for girls. In other kinds of institutions slight increases in the number of pupils took place save in the Normal School and in middle schools for girls. The decline in the number of boys' primary schools and in the attendance at them was due partly to the unsettled state of the Dera Ismail Khan district (where 4 primary schools were closed), partly to the prevalence of malaria in the Bannu district, and partly to the stricter enforcement of the departmental rule which prohibits the attendance at school of children under the age of five.

146. The expenditure on education in the years 1916-17 and 1917-18 is shown in the following table :— Expenditure.

| | Expenditure. | | Percentages of total expenditure in | |
|---|---|---|---|---|
| | 1916-17. | 1917-18. | 1916-17. | 1917-18. |
| | Rs. | Rs. | | |
| Provincial ... | 2,88,878 | 5,69,973 | 28·0 | 59·6 |
| District Funds ... | 2,81,752 | 83,865 | 27·4 | 8·8 |
| Municipal Funds | 1,99,295 | 69,620 | 19·3 | 7·3 |
| Fees ... | 1,13,512 | 1,21,025 | 11·0 | 12·7 |
| Other sources ... | 1,47,191 | 1,10,704 | 14·3 | 11·6 |
| Total ... | 10,30,628 | 9,55,177 | 100 | 100 |

The decrease in the total expenditure was entirely in indirect expenditure, and was due to fewer building operations. There was an actual increase in direct expenditure, mainly owing to a grant from the Government of India of Rs. 38,000 which was spent on raising the salaries of Assistant District Inspectors, certain teachers in Government schools, and all teachers in schools maintained by district boards and notified areas. The increase in expenditure from provincial revenues and the decrease in expenditure from district board and municipal funds, as compared with the year 1916-17, were due to a rearrangement of the returns whereby grants made from provincial revenues to local bodies, which previously were shown under the headings "District and Municipal Funds," are now shown under the heading "Provincial Revenue."

147. The number of colleges remained the same as in the previous year. The number of students in attendance rose from 177 to 188. The examination results were more satisfactory than in the previous year, as shown in the following table :— Arts Colleges.

| Year. | B. A. Examination. | | F. A. Examination. | |
|---|---|---|---|---|
| | Number of candidates. | Number passed. | Number of candidates. | Number passed. |
| 1916-17 ... | 28 | 6 | 47 | 26 |
| 1917-18 ... | 43 | 35 | 52 | 39 |

In addition, 2 out of 3 candidates who presented themselves were successful in the First Science examination.

148. The number of secondary schools rose from 50 to 51 and the number of pupils from 12,613 to 12,723 in anglo-vernacular schools. 280 out of 393 teachers were qualified. Of the 192 teachers employed in vernacular middle schools 139 were qualified. The results of the school final examination were highly creditable, 123 out of 163 candidates being successful as compared with 109 out of 159 in the year 1916-17. The matriculation examination results were not so satisfactory, 92 out of 179 candidates being successful as compared with 114 out of 171 in the year 1916-17. In the vernacular middle examination 117 candidates were successful out of 191 who presented themselves. In the previous year 127 out of 195 were successful. Secondary schools for Boys.

149. The number of primary schools for boys decreased by 3, the decrease taking place in the Dera Ismail Khan district. The causes of the decline in the number of scholars attending these institutions have been described above. The percentage of trained teachers rose from 42·3 to 46·6. Primary schools for Boys.

Training Institutions.

150. The number of students in the Trainiag College (as distinguished from the Normal School which is attached to it) increased from 10 to 15, owing to the opening of a second year class for Junior Anglo-Vernacular Certificate students. In the examination for the award of the Junior Anglo-Vernacular Certificate which was held at the close of the year, 8 out of 9 candidates were successful. The number of students in the Normal School was still further reduced owing to the limited accommodation, room being required for the increased number of Junior Anglo-Vernacular Certificate candidates. Of the 59 students of the Normal School who presented themselves for the Junior Vernacular Certificate examination, 51 were successful. Plans and estimates for a new Training College (and Normal School) building providing accommodation for 120 students are now under preparation, and it is hoped that building operations will commence before the close of the current year.

Girls' Schools.

151. The number of middle schools remained the same, but the number of primary schools increased from 42 to 44, and the attendance rose from 2,484 to 2,661. There was a slight decline in the number of attendance in middle schools. The appointment of an Inspectress of Schools which was made in the year under report produced beneficial effects on the work of the schools.

Education in the Agencies.

152. In the Kurram and Tochi agencies there was an increase in the number of schools and scholars. In the Tochi agency 22 new private schools sprang into existence, and the number of pupils in this class of institutions rose from 31 to 379. As remarked above, however, no reliance can be placed on the statistics for private institutions. In the Malakand, in the Sherani country and in the Khyber agency there was a slight fall in the number of pupils. During the year a number of leading residents in the Malakand expressed a desire for the conversion of the Thana vernacular middle school into an anglo-vernacular school, but the matter was still under consideration at the close of the year. 62 boys from the trans-frontier areas attended the Islamia Collegiate School. Of these 19 were Afridis, 9 Mahsuds, 7 Chitralis, 14 Swatis, 6 Waziris, 4 Tinawalis, and 3 came from the Kurram Valley.

## 3. Literature and the Press.

### Literature.

Books.

153. The total number of books and pamphlets published by presses in the province during 1917-18 was 9. 3 were in Gurmukhi, 4 in Urdu, 1 in English, and 1 in Pashtu. None were of any importance.

### Press.

Newspapers.

154. The only newspaper published in the province during the year under report was the "Peshawar Daily News" in English and Urdu, which is merely a daily bulletin of Reuters telegrams, with a total circulation of about 600 copies.

Executive action.

155. One declaration for opening a press was filed during the year. No security was demanded from any press, nor was the entry into the province of any newspaper forbidden under the Defence of India (Consolidation) Rules. No provincial or non-provincial publication was proscribed under Section 12 of the Indian Press Act, 1910, nor was any action taken under the Post Office Act against any publications. The number of presses at work in the province was 21. None of them were warned for printing matter of an objectionable nature.

## 4. Literary Societies.

156. There are no Literarary Societies in the province of any importance

## 5. Arts and Sciences.

157. The report on the Peshawar Museum, of which the Superintendent, Archæological Survey, Frontier Circle, is *ex-officio* Curator, will be found in Chapter VIII—Archæology.

# CHAPTER VIII.

# ARCHÆOLOGY.

[ Further details will be found in the Report of the Archæological Survey of India, Frontier Circle, for the year ending 31st March 1918. ]

Conservation.

158.. The preservation of ancient sites and monuments was again handicapped by lack of funds and the dearth of officers of the Public Works Department consequent on the continuance of the War, and therefore no repairs could be carried out on the ancient sites of Takht-i-Bhai, Jamalgarhi, and Kafirkot Bilot. At Taxila, however, a liberal grant of Rs. 5,500 made by the Director-General of Archæology in India rendered possible the satisfactory conservation of the remains of Buddhist stupas and monasteries which had been excavated in the previous field season. With a further grant of Rs. 3,660, much needed improvements and additions to the Taxila workings were made, such as the construction of a brick store-house which serves both as a clearing house for relics before they are finally deposited in the Taxila Museum and as a laboratory for cleaning and labelling antiquities, the completion of a pathway connecting the Julian and Mora Moradu sites, and other improvements for the convenience of visitors to the site.

One hundred monuments were listed and examined during the year under report in the Peshawar district.

Exploration and research.

159. Exploration and excavation work was confined to the further clearance, under the guidance of the Director-General of Archæology, of the remains on the Julian site. It brought to light the old extensions on the east and south wings of the monastery and two flights of steps at the north-west corner of the hill side which, apparently, are the only remnants left of the original approach to the site from the valley below. The eastern extension of the monastery contains two conference halls, a kitchen, refectory, and bathrooms, and is planned on the same lines, more or less, as the extensions in the other monasteries of this period at Taxila. The approach steps referred to seem to have provided access to this important site for pilgrims coming from the city of Sirsukh, while the steps at the south-east corner of the upper stupa court, which were unearthed the previous year, afforded communication to the gorge through which lay the approach to the stupa and monastery at Mora Moradu.

An epigraphical find of some interest was an inscribed copper relic casket, 18″ in height, which is said to have come from the Kurram Valley. It is shaped like a miniature stupa with *harmika* and umbrellas complete. The casket was empty, and it is not known what became of the relics.

Museum.

160. The grounds attached to the Victoria Memorial Hall, in which the Peshawar Museum is housed, were transferred from the charge of the Municipality to that of the local Administration and placed under the control of the Superintendent of the Archæological Survey as *ex-officio* Curator of the Museum, thus abolishing the system of dual control which hitherto existed in the management of the Museum buildings and its grounds. During the year under report the Museum was closed to the public for 57 days. The number of visitors showed a satisfactory increase from 61,230 in the preceding year to 65,396. Of acquisitions coins as usual formed the large majority. 13 gold, 21 silver and 7 copper coins and others of mixed metal were received as gifts from various Local Governments, and 1 gold coin was purchased from Museum funds.

The remaining antiquities acquired during the year included a winged figure, apparently Buddhist, made of thick brass, and a steatite plaque, both purchased with Museum funds. The winged figure measures $9\frac{1}{2}'' \times 8\frac{1}{2}''$. It represents a triple-headed and eight-armed male diety in a standing posture, of fierce aspect, with projecting teeth and a chaplet on the forehead adorned by

the emblems of the sun and the moon on the two sides. The provenance of the figure is unknown, but judged from its technique and style, it seems likely that it came from Nepal or Tibet. What deity precisely the figure is supposed to represent cannot be said at present. The steatite plaque is circular in shape and measures 5″ in diameter. All objects received in the Museum during the year were listed and entered in the accession register and arrangements completed for the proper exhibition of gems, seals, and selected photographs. The whole coin collection has been scientifically classified and exhibited in an iron safe purchased for the purpose.

**Treasure Trove.**

161. Two finds of Treasure Trove were brought to notice during the year. One consisted of 460 silver coins of the Mughal period discovered in the village of Chamhad in the Abbottabad Tahsil of the Hazara district in March 1918, and the other of 3 gold coins of the Kushan King Vasudeva, one small gold ornament and one piece of gold ingot. These were unearthed in the village of Mangao in the Mardan Tahsil of the Peshawar district, also in March 1918.

# CHAPTER IX.
# MISCELLANEOUS.

## 1. Ecclesiastical Jurisdiction.

Church of England.

162. The North-West Frontier Province is, with the Punjab, Sind, and Baluchistan, included in the See of Lahore, which was created by Royal Letters Patent in December 1877, formerly having been included in the diocese of Calcutta. Like all other Indian Sees, Lahore is subject to the authority of the Bishop of Calcutta as Metropolitan. By authorization of the Letters Patent as they originally stood an archdeacon is appointed by the Bishop from among the senior chaplains, while in accordance with a modification in the terms of those letters, which received the Royal approval in 1910, the Bishop has now also the right to appoint a second archdeacon to assist him in supervising the Indian and Missionary Church work of the Diocese, such archdeacon to be chosen from either the Indian priests or the missionaries of the diocese. The chaplaincies in the province, all of which are on the Bengal (Lahore) establishment, are as follow :—

| | |
|---|---|
| Abbottabad. | Peshawar. |
| Nowshera. | Derajat. |
| Risalpur. | |

The Chaplain of the Derajat, whose headquarters are at Kohat, is in visiting charge of Bannu and Dera Ismail Khan. For the summer two chaplains are usually placed in charge of the military camps lying between Bara Gali and Murree.

Church of Scotland.

163. The North-West Frontier Province belongs to the Presbytery of the Punjab and North-West Frontier Province along with Chamba and Jammu. A temporary Chaplain on the Bengal Church of Scotland establishment has been stationed since October 1917 in Peshawar as Chaplain of St. Columba's Church. He is also in visiting charge of Cherat, Nowshera, and Risalpur.

Roman Catholic Church.

164. The district of Dera Ismail Khan is included in the diocese of Lahore, formed in 1880 as a vicariate, and in 1886 constituted as a diocese. The rest of the province, together with the trans-frontier tracts and Kashmir, belongs to the Prefecture Apostolic of Kashmir and Kafiristan, and was constituted a separate ecclesiastical charge in 1887 with Rawalpindi as headquarters. The Prefect Apostolic appoints military chaplains to the following stations :—

| | |
|---|---|
| Peshawar. | Cherat. |
| Nowshera. | The Galis. |
| Risalpur. | |

with an additional chaplain during the summer for the military camps near Murree.

## 2. Ecclesiastical.

Church Missionary Society.

165. The work of this society is carried on at Peshawar, Dera Ismail Khan and Bannu. The staff consists of 14 missionaries, of whom 5 are clergy and 6 doctors. A hospital and a high school are maintained at each of the above-mentioned centres. In addition there is a college at Peshawar, and district dispensaries are located at Charsadda, Karak, Thal, and Tank.

Church of England Zenana Mission.

166. This society works in co-ordination with the Church Missionary Society, and has hospitals for women at Peshawar and Dera Ismail Khan and schools for girls at Peshawar. The staff includes 2 qualified women doctors.

## 3. Civil Veterinary Department.

[For further details see the provincial Report of the Civil Veterinary Department for the year ending 31st March 1918.]

Establishment.

167. The staff of the provincial Veterinary Department in 1917-18 remained at about three-quarters of its sanctioned strength owing to the absence

of 7 Assistants on military duty. It was not possible to assist the military authorities by any further reductions in the staff. The 2 Veterinary dispensaries, which had been closed in the previous year, could not be re-opened, and when Assistants were granted leave on medical grounds it was found necessary to place compounders temporarily in charge of dispensaries owing to the lack of substitutes.

**Disease and its treatment.**

168. During the year under report there were severe outbreaks of contagious diseases, and the Department's reduced staff had hard work to cope with them. The total number of deaths from contagious diseases reported was 2,904 as compared with 1,827 in the previous year. Of equine diseases a severe epidemic of surra on the Thal-Parachinar tonga line resulted in the loss of no less than 51 tonga ponies. Altogether there were 85 deaths from equine contagious disease compared with 16 in the preceding year, of which 80 alone were from surra. The returns of deaths from hæmorrhagic septicæmia and black-quarter showed only slight variations, but foot and mouth disease was rife throughout the province owing to the abnormally wet summer, the number of reported cases amounting to 17,002 and the number of deaths to 61. Of cattle diseases the number of deaths from rinderpest, which appeared in 4 districts and 1 agency, was treble that of the previous year and was the cause of more than half the total mortality among cattle. Owing to a diminution in the popular prejudice against inoculation and vaccination much less difficulty was experienced in dealing with outbreaks of contagious disease, and animals were readily brought forward for treatment. Patwaris showed some improvement in reporting outbreaks of foot and mouth disease, but they needed keeping up to the mark in regard to rinderpest and septicæmia. A useful amount of village work was done by the staff during the year. Cases of foot and mouth and other contagious diseases brought to the hospital were traced to their source in the villages and the necessary measures taken there to deal with the disease. Veterinary Assistants on tour visited altogether 1,270 villages and treated 17,925 animals as compared with 945 villages visited and 16,851 animals treated in 1916-17.

**Breeding operations.**

169. A special effort was made during the year under report to extend cattle breeding in the province and the resultant remarkable revival of interest evinced by district boards in cattle breeding was the most noteworthy feature of the veterinary work of the year. A campaign of castration was inaugurated in those villages where bulls were to be located. 1,678 castrations were performed in the villages as against 696 in the previous year. All district boards were urged to form special cattle improvement committees and to start at all fairs special classes for the produce of board bulls. Suitable stud bulls of approved breeds, such as Dhanni and Dajil, were being supplied to them as quickly as possible on purchase and the other proposal was receiving their careful consideration. By the close of the year 23 bulls were at work in the Province as against 12 in the year previous. Horse and mule breeding, however, was not so satisfactory, and the number of stallions fell below the sanctioned strength.

With respect to other breeding operations the district board, Hazara, in default of the importation of pure bred merino rams, did what was possible to continue the improvement of stock by purchasing locally three-quarter bred rams. The four Pusht-i-Kuh rams mentioned in the report for 1916 were received from the Persian Gulf in October 1917, but, not proving suitable for the Hazara district, were transferred to Peshawar where they were reported to be in good condition.

**Miscellaneous.**

170. In order to keep Veterinary Inspectors in touch with the large zamindars of the districts it was arranged, with the ready consent of the boards, that the Inspectors should attend as honorary members the district board meetings in their particular districts.

## 4. Stationery.

171. For the financial year ending 31st March 1918 the value of stationery issued to offices and private presses was Rs. 24,243 as against Rs 26.746 in the preceding year. This reduction, which represented a saving of nearly 10 per cent, was due to the strict economy exercised in the use of

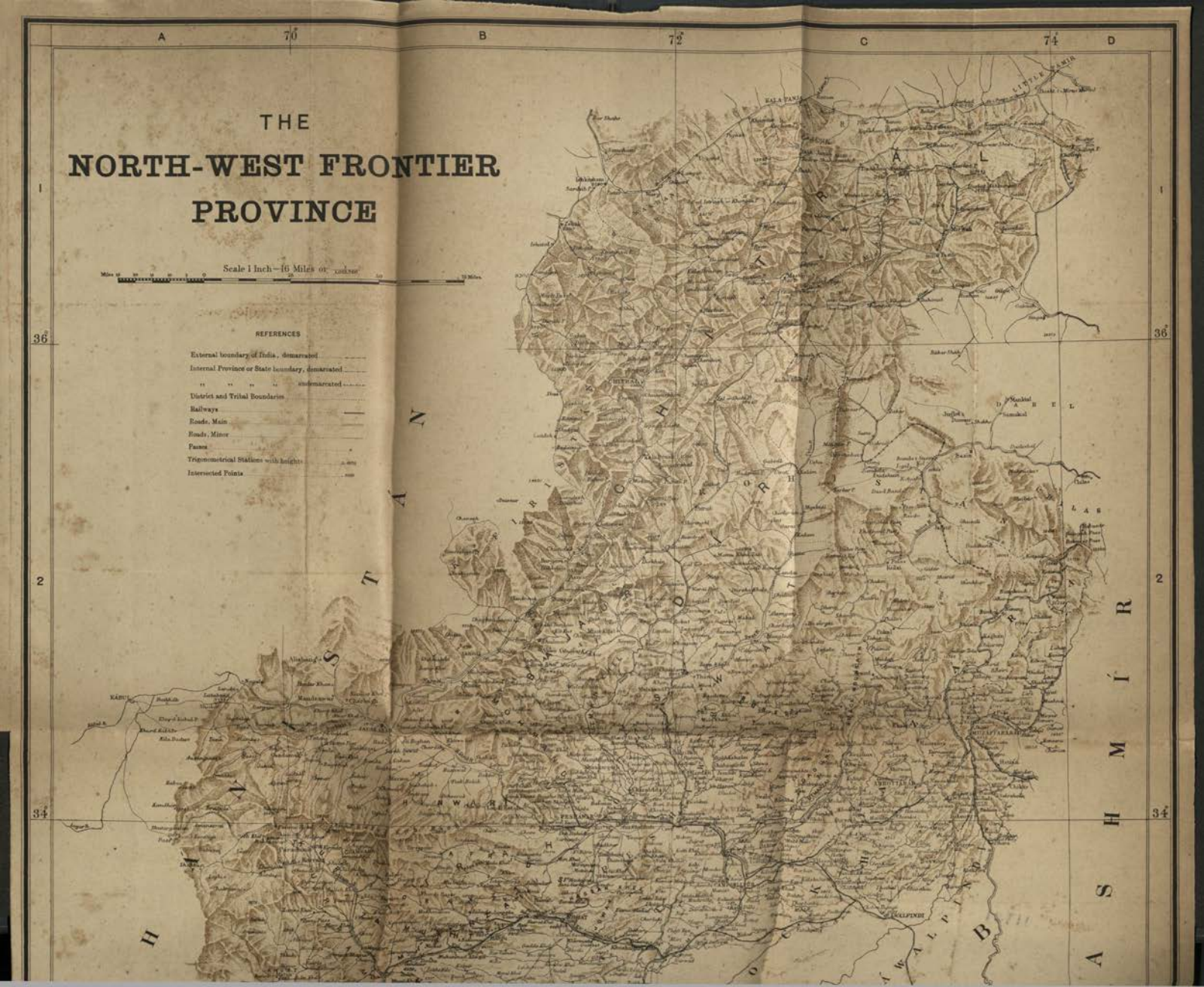
paper and was effected in spite of the continued rise in the cost of paper. The value of the stationery supplied exceeded the budget allotment by Rs. 4,743, or approximately 24 per cent.

## 5. North-West Frontier Province Government Press.

[ Further particulars will be found in the provincial Report on the working of the North-West Frontier Province Government Press for the year ending 31st March 1918. ]

172. The total expenditure, excluding book adjustments, amounted to Rs. 22,914 during the year as against Rs. 24,244 in 1916-17. The decrease was mainly due to vacancies among compositors and distributers (piece-workers) and to less contingent charges as no type, &c., was purchased during the year. Total receipts amounted to Rs. 150 as compared with Rs. 101 in the previous year. The amount paid to private presses was Rs. 8,084 as against Rs. 9,022 in 1916-17 and Rs. 11,234 in 1915-16.

N.-W. F. P. Govt. Press, Peshawar—490 S. to C. C.—10-1-19—187—M. Y.


THE
NORTH-WEST FRONTIER
PROVINCE
Scale 1 Inch—16 Miles or
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Internal Province or State boundary, demarcated
" " " " undemarcated
District and Tribal Boundaries
Railways
Roads, Main
Roads, Minor
Passes
Trigonometrical Stations with heights
Intersected Points
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B
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D
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KABUL
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KALA PANJ
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KOHAT
BANNU
DERA GHAZI KHAN
DERA ISMAIL KHAN
MANDAN
SWAT
BUNER
ASHMÍR
HAZARA
BAHAWALPUR

Published under the direction of Colonel H. G. C. Gore, C.S.I., R.E., Surveyor General of India.
June 1902.
Corrections up to 1910.

NOTE.—The Longitudes are referrible to the Greenwich Meridian, taking that of Madras Observatory as 80° 17' 21" East. They require a correction of —7·27" to make them accord with the most recent value of the Geodetic Longitude of that Observatory, *viz.*, 80° 14' 54".

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

# 1918-19.

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# ADMINISTRATION REPORT

OF THE

# North-West Frontier Province

FOR

# 1918-19.

DELHI:
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1920.

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

# 1918-19.

## PART I.

### GENERAL SUMMARY.

It is, perhaps, a fact of some interest that as the Great War went on, the North-West Frontier Province grew quieter and quieter. 1917-18 had been the most peaceful year since the commencement of the war, and in his report—the last one penned by him—on the Administration of the North-West Frontier Border for the year 1918-19, which is the year with which for the most part this present report deals, Sir George Roos-Keppel wrote: "in a world at war it is curious and pleasing to be able to report that the North-West Frontier has no history for the year 1918-19: at the close of the previous year no expedition was in progress and no tribe under blockade; the end of this year finds us in the same condition, and during its course no blockade was imposed and no punitive measures, however small, were undertaken." The administration of border affairs being the very *raison d'être* of a frontier province, and this succinct summary of them being true, it is no easy task to compile for the year in question a General Administration report which is likely to be of much interest. Those who desire statistics of the internal administration of the province will find them briefly summarised in Part II. Those who look for sensational events such as are associated most often with frontier life will be disappointed to know that throughout the year both the tribes and the people of the districts were on their best behaviour; there was comparatively little raiding; and although His Majesty Amir Habibullah Khan was assassinated in Afghanistan in February, there were no signs, either externally or internally, when the year closed on March 31st, 1919, of those troubles which flared up so suddenly and so soon afterwards. The province was indeed so quiet that Sir George Roos-Keppel was able to visit Chitral in May 1918, being the first Chief Commissioner ever to go there. It is possible to ascribe much of this peacefulness to the marked turn of the tide in favour of the Allies in July 1918, which resulted ultimately in the victory of their arms and the signing of the Armistice in November, but it may be claimed with some justice that much of it was also due to the punishment of the Mahsuds, and to the settlements made with them in August and with the Mohmands in July of the year previous, and to the firm but tactful handling of the other tribes by their political officers; and also to the loyal support rendered to Government by the Mehtar of Chitral, the Nawab of Dir, and the Nawab of Amb, all of whom received well merited rewards. But probably the preponderating cause of the unusual peace of the frontier was the friendly influence and friendly attitude of the late Amir, who stood so staunchly by his engagements with the British Government. For the fact must be faced that, whether we like it or not, the Amir of Kabul exercises an immense influence over the tribes on our side of the Durand line, who are ignorant of his military weakness and regard him as the King of Islam, which he claims to be. For the time being such well-known firebrands as the Haji of Turangzai, the Babra Mulla, and the Jan Sahib of Doda ceased their vain attempts to stir

up the Mohmands; indeed not only did this tribe turn a deaf ear to the many attempts made by pseudo-Turkish emissaries to arouse them to hostilities with the British Raj by stories of German victories and the arrival of Turkish armies in Kabul, but they evinced on more than one occasion an active desire to assist Government, not only by surrendering deserters and outlaws, but by providing guards for the blockhouses on the blockade line, by protecting the Kabul River bridge works at Michni, and by enlisting in considerable numbers in the Mohmand Militia. Mahsuds, Wazirs, Bhittanis, even Khostwals might be seen throughout the winter earning an honest livelihood on the various road works in the Wana and Tochi Agencies.

Interest in the war, which had been very languid for the past two years, was sharply revived in May by the Prime Minister's appeal to India by the various war meetings, and still more by the currency crisis. Previously there had been a vague feeling that the war was becoming more and more of a nuisance by raising prices and hampering movement and trade, but the fear of being actually concerned in the war, which prevailed in 1914-15, had faded into a mild belief in the final victory of the Allies. But about this time there was a general feeling of pessimism, which was fostered by the tone of many of the News Agency telegrams from England, but still more by the shortage of silver currency. This shortage affected the morale of the villagers who were previously indifferent to everything except their immediate concerns. Now for the first time they were given paper instead of cash, and, not understanding this, they made their way into the cities to get rid of the paper. They found the cities full of rumours that owing to the German successes in Europe, Russia, and Central Asia, the Government of India were withdrawing all gold and silver in order to take it away with them in the last emergency. The orders issued to Post Offices to pay War Loan Cash Certificates in notes added to the general mistrust of paper, and owners of these certificates were anxious to convert them into cash even at a loss. The crisis was accentuated by the prohibition of the import and export of Russian rouble notes. There had been great speculation in these notes in Afghanistan and in the cities of the North-West Frontier Province, especially in Kabul and Peshawar. The closing of the biggest market of this trade—Shanghai—created a panic, and the Kabul speculators, amongst whom were said to be members of the Afghan royal family, were sending down, in spite of the prohibition, large quantities of rouble notes and taking bar gold or cash back to Kabul. Efforts, however, were made with some success to counteract this tendency to nervousness and depression. A representative Provincial Committee was formed, with four sub-committees dealing with recruiting, war loan, transport and resources, and publicity respectively. Corresponding advisory committees were appointed in each of the districts, but from the outset the illiteracy of the mass of the population offered almost insuperable obstacles to successful propaganda work. It is, however, a compliment to the province that, in spite of its small size and its previous strenuous efforts (in the first quarter of 1918 it had given three times the number of recruits which it had given before the introduction of the territorial recruiting system), it did its best to respond to the call. Indeed at a crowded representative meeting held at the Victoria Memorial Hall in Peshawar on May 4th, 1918, regret had been expressed that Government had not gone so far as to impose fresh taxation and to adopt other more strenuous means towards attaining the much desired victory over the Germans. Better news from the front in France did much to improve the situation in July. Every effort was made to spread reliable war news. The weekly survey of the military situation was distributed to all libraries and a certain number of educational institutions, and later on the "Haq," issued by the Punjab Publicity Committee, was circulated widely and became very popular. It was a satisfactory feature that on the anniversary in August of the entrance of Great Britain into the war there was a widespread voluntary holding of well-attended meetings by all creeds throughout the Province praying for the success of the Allies. By the beginning of October the general situation was much improved by the submission of Bulgaria and the Allies' continued success, and when final victory was attained the celebrations and rejoicings were widespread and enthusiastic. The cessation of hostilities, which ensued on the armistice of

November was hailed with practically universal delight throughout the agencies as well as districts, but the dominant factor in the rejoicings was, no doubt, not so much pleasure at the victory of the Allies as the expectation of a speedy reduction in the high prices of all commodities, a hope which, unfortunately, was doomed only to bitter disappointment, for, though the announcement of the armistice was followed in most places by an immediate drop in prices, they rose again very soon and continued high throughout the remainder of the year.

Throughout 1918, in spite of influenza, recruiting for the Army was wonderfully good, and the percentage of men enlisted during the year continued higher than in any other province. With the cessation of the war it became possible to relax the special efforts in this direction, and at the end of January the Provincial Publicity Committee, which had done much useful work, was closed down by the orders of the Government of India, thus interrupting, unfortunately, several important schemes which were approaching fruition. The remaining months of the year were void of any particular interest, and the news of the assassination of the late Amir of Afghanistan, His Majesty Habibullah Khan, created curiously little excitement, though the subsequent dramatic developments in Afghan events aroused considerable interest. But it was not till after the close of the year under report that any signs were seen of the agitation over the Rowlatt Act, which outwardly was the first link in the chain of events leading up to the 3rd Afghan War. The province took little more than academic interest in the Montagu-Chelmsford Reform Scheme owing to its being excluded from the purview of the reforms.

The external trade of the province, though not quite as prosperous as in the preceding year, continued at a far higher figure both as regards imports and exports than in 1916-17. Had it not been for the ravaging effects of the influenza epidemic the returns would have been still better. Trade with Afghanistan increased under most items of import, especially those required, or realizing high prices, in India in consequence of the Great War, and in many exports, more especially those usually supplied from Persia. The export returns point undoubtedly to an improving standard of living in Afghanistan and a growing appreciation of European comforts. A reflex of Russia's collapse also showed itself in a considerable increase in the export of Indian green tea to the Amir's country and in the arrival in December 1918 of Russian refugee officials from the Pamirs into Chitral, escaping from the Bolsheviks. The effects of the war were seen also in the brisk trade in arms carried on among the Kohat Pass Afridis. Over 3,900 rifles were sold during the year as against 2,300 in the previous year ; they were fetching anything from Rs. 50 to Rs. 90 apiece ; large quantities of iron found thier way into the Pass, especially in May and June, at Rs. 70 to Rs. 80 a maund ; and in August a great number of ·303 mark VII cartridges reached there, having been brought, it is said, by discharged or deserted sepoys who had been on active service.

Influenza took a very heavy toll indeed of the border tribes as well as the inhabitants of the settled districts. Among its victims, by the way, was the notorious Mir Mast, Qambar Khel, *ex*-Jemadar of the 58th Vaughan's Rifles who deserted to the Germans in France, and thence went with the Turkish Misssion to Kabul. The number of deaths in the districts from the disease was estimated at 93,831, which far exceeded the normal death rate from all causes, which in the preceding year was only 61,162. The birth rate sank to 30·58, the lowest recorded throughout the whole of India, and the lowest in the last 5 years for the province. The general death rate rose from under 30 per *mille* in 1917 to 70·3. Previous to the outbreak of influenza the year bade fair to be a healthy one.

The history of the various departments is once more to a great extent that of crippled activities owing to the Great War, which not only enforced continued economy, but also kept the cadres of nearly all the departments much below their normal strength.

By increasing from 25 to 30 the cadre of the Provincial Service, and admitting a larger number of temporary Additional Extra Assistant Commissioners, it was possible to supplement to some extent the depleted ranks of the Political Department. The subordinate judiciary was considerably

improved by the permanent appointment of a Judicial Extra Assistant Commissioner at Bannu, Dera Ismail Khan, Hazara, and Kohat, thus completing a much needed and beneficial reform. The province requires a strong judiciary, for it is notoriously litigious. In the year under report the number of institutions in civil courts, though slightly less than in the previous year, was 121 per 10,000 of the population, compared, for instance, with 103 in the Punjab in 1917. The love of petty litigation is especially astounding, the number of suits of a value under Rs. 10 having nearly doubled compared with the previous year. In the criminal courts 34,034 persons came up for trial, or 1 in about every 64 of the population. It is still too easy for the murderer to escape paying the extreme penalty, for only about 19 per cent. of those convicted of capital offences were hanged.

Looked at from the point of view of criminality and police administration the year was a satisfactory one, considering the economic conditions. There was, no doubt, a large increase in offences against property, but this was more than counterbalanced by a welcome decline in the more violent types of crime such as murders, dacoities, etc. There was little need to take any action under the War Ordinances; no orders were passed under the Defence of India Rules, and only 3 under the Foreigners', and 1 under the Ingress into India Ordinances respectively. On the contrary, 3 Orders under the Defence of India Rules were cancelled, 5 under the Foreigners' Ordinance, and 6 under the Ingress into India Ordinance. As in previous years, the large number of *ex*-sepoys sent back to their homes after dismissal from the Army, the 84 deportees received from Siam and the Far East, and the 426 natives of the province deported to it from other provinces appear to have had no disturbing effects on its behaviour. In spite of difficulties in recruiting the Police Force was kept almost up to strength, resignations were fewer than in the two previous years, and the general behaviour of the force was very good. 837 officers and men received rewards for good work, and in addition 1 British officer was appointed a Companion, and 1 an Officer of the Order of the British Empire. 2 British officers and 1 Head Constable were granted the King's Police Medal, and an Inspector received the title of Khan Sahib.

Though the economic conditions of the province were not favourable, the Revenue Department succeeded in collecting 98·9 per cent of the total demand of fixed land revenue as against 99·09 in the previous year. The Registration returns afforded valuable evidence of the general rise in land values caused by the war and of the keen competition among money-lenders for land investments. Further proof, too, of the prosperity of the land owner—against which, of course, must be set the great rise in the cost of living generally, especially as regards clothing—is found in the average sale price of land, which rose from Rs. 96 to Rs. 109 an acre, in the small areas of land sold, and in the increase in the areas redeemed from mortgage. Wages in factories, for both skilled and unskilled labourers, increased generally.

The jails of the province continued to be much overcrowded, and this is one of the many problems which will be faced now that the Great War is over. The Jail Department suffered to a marked degree from establishment difficulties owing to insufficiently attractive conditions of pay and service. The cost of guarding and maintaining prisoners rose from Rs. 92-7-0 to Rs. 116-9-9 per head, compared with the immediate pre-war figure of only Rs. 79-13-0! It is satisfactory to note, however, that not only have the jails become self-supporting in the way of producing their own requirements in blankets, clothing, etc., but they are now able to supply those of the Militia Corps and Frontier Constabulary.

The necessity for economy showed its cloven hoof in the reduction of civil works in the Buildings and Roads Branch of the Public Works Department, all expenditure being cut down to the lowest possible figure. But progress was made with the most important work of constructing new lines, ranges and fortified posts for the Frontier Constabulary and for the Mohmand Militia. A large number of roads were made over to the Military Works Service for maintenance with effect from April 1st, 1918. The Irrigation Branch was busy and successful in spite of its depleted staff. The working of the Lower Swat

Canal gave a profit of 10·03 per cent on invested capital, and the Kabul River Canal 9·58 per cent. The work of remodelling this latter canal, begun in 1915, is now nearing completion. The Upper Swat and the Paharpur Canals, on the other hand, were worked at a loss of 7·15 and 0·007 per cent respectively.

The province may congratulate itself on its sobriety! Convictions for drunkenness declined from 118 to 65, and the total excise revenue is still only Rs. 0-4-3 per head of population, which is considerably less than that of the Punjab. There were, however, no signs of any abatement in the illicit use of cocaine, and smugglers of it appear still to enjoy considerable immunity from detection.

The new Income Tax Act (VII of 1918) which came into force on April 1st, 1918, appears to have worked satisfactorily so far. The total net collections during the year aggregated Rs. 3,54,269 as against Rs. 2,80,496 in the previous year.

It is regrettable that in such a humanitarian branch of the administration as medical relief the effects of the Great War should be so marked, but owing to the constant demand made by the military for medical personnel, this useful work had to be cut down.

The only railway work in progress in the province was the 2′ 6″ line from Tank to Murtaza, of which 19·17 miles were completed during the year.

Unlike most other departments, that of Public Instruction was able to proceed on its way unhampered by financial troubles. It was considered undesirable to check educational enthusiasm, and the total expenditure rose from Rs. 9,55,177 to Rs. 9,72,766, or a little over Rs. 2 per head of the population of the districts. The Islamia College at Peshawar continued its civilising influence among the tribes, and the rolls of the College included during the year 18 Afridis, 9 Mahsuds, 6 Chitralis, 16 Swatis, 3 Tochis, 5 Tanaulis and 5 from the Kurram Agency. The one disappointing feature in the year's educational record was the failure of District Boards to spend up to their budget provisions on this object. A great effort, attended with considerable success, was made by the Director of Public Instruction to use the schools and their staff as means of spreading reliable propaganda about the war. There is good reason to believe that the influence spread far beyond the four walls of the schools, and the results open out considerable prospects for enlarging the scope of propaganda, for example, in a campaign against disease, dirt, ill-health, and Bolshevism!

In last year's report it was not possible to compliment the District Boards and Municipalities. In the year now under report very little improvement showed itself, though District Boards continued to evince interest in cattle-breeding. The question of their constitution in connection with the Government of India's Resolution of 16th March 1918 on local Self-Government was considered during the year, but in the absence of any demand for a change in the existing system it was decided to await the results of experience gained elsewhere from schemes suitable for backward rural tracts. The accounts of the working of the Boards, as presented in the District Reports, are singularly meagre. Their value would be enhanced if they contained more criticisms of the manner in which members act up to their responsibilities, thus affording material by which to judge the progress made by them towards the realisation of the principles of local self-government. Municipal Committees, perhaps, on the whole showed themselves more alive to their public duties than the District Boards. This was especially so in Abbottabad and Bannu, where some genuine public spirit and initiative were evinced. In Peshawar, however, the largest Municipality of all, the members continued to allow the work to fall mainly on their Secretary. Owing to shortage of staff the development of sanitation was again practically *nil*; the expenditure on this important object by local bodies was utterly inadequate; out of a total income of Rs. 8,32,633 District Boards spent only Rs. 904 on conservancy! It is clear that local bodies in this province will require, for a long time to come, the driving power of officialdom if this serious problem is ever to be tackled thoroughly.

# PART II.

CHAPTER I.

# POLITICAL.

## 1. Physical Features of the Country, Area, Climate and Chief Staples.

(See Part II, pages 1-5, of the Report for 1911-12.)

## 2. Historical Summary.

(See Part II, pages 5-14, of the Report for 1911-12.)

## 3. Form of Administration.

(See Part II, page 14, of the Report for 1911-12.)

## 4. Character of Land Tenures.

(See Part II, pages 14-19, of the Report for 1911-12.)

## 5. System of Survey and Settlements.

(See Part II, page 20, of the Report for 1911-12.)

## 6. Civil Divisions of British Territory.

(See Part II, pages 20-21, of the Report for 1911-12.)

## 7. Details of the Census—Tribes and Languages.

(See Part II, pages 21-28, of the Report for 1911-12.)

## 8. Changes in the Administration.

Personal. 1. The office of Chief Commissioner and Agent to the Governor-General was held throughout the year by the Hon'ble Lieutenant-Colonel Sir George Roos-Keppel, G.C.I.E., K.C.S.I.

General. 2. During the year the permanent strength of the Provincial Civil Service was raised from 25 to 30 by the addition to it of 4 Judicial Extra Assistant Commissioners at Bannu, Dera Ismail Khan, Hazara and Kohat with one as a leave reserve.

## 9. Frontier affairs.

3. The Border administration forms the subject-matter of a separate report.

## 10. Condition of the People.

4. The heavy toll on the population levied by the influenza epidemic is the outstanding feature of the year, and is reflected in every branch of the Administration Report. The *kharif* crop of 1918 was a comparative failure owing to the lack of rain, and the *rabi* sowings were so much interfered with by influenza that the total area sown was 20 per cent less than in the previous year, and 14 per cent less than the normal. Prices once more registered a general advance, the indifferent harvests increasing the strain that was already being experienced from the economic pressure of the war. Had it not been for the measures taken to prevent the province from being denuded of food-grains, conditions would have been still more serious. The high price of *gur* caused a large increase in sugarcane sowings, but the crop failed owing to the abnormal dryness, and many hopes were thus disappointed.

When the conclusion of the war failed to bring the easier conditions which an ignorant population had been led to expect, discontent became more rife, and the position of the labouring classes and of all those in receipt of small fixed salaries became difficult in the extreme, while the ever-increasing price of the necessaries of life, such as clothes, etc., prevented the agricultural population from reaping the benefit of the enhanced prices of their produce to which they felt themselves entitled. Thus the general condition of the people was far from prosperous, and numbers of them were reduced to great hardship.

CHAPTER II.

# ADMINISTRATION OF THE LAND.

[ Further details will be found in the Provincial Report on the Administration of Land Revenue for the revenue year 1st October 1917 to 30th September 1918 and in the Agricultural Statistics of India, Volume I.]

## 1. Realization of the Revenue.

5. *Fixed Land Revenue.*—The total fixed land revenue demand rose from Rs. 18·64 to Rs. 18·76 lakhs. Lapsed and resumed *muafis*, new land brought under irrigation in the Peshawar district, and the readjustment of further remissions in the Bannu district were mainly responsible for an increase of Rs. 12,195 in the gross total demand. Against this there was a reduction of Rs. 2·870 on account of diluvion and land taken up for public purposes. Collections amounted to Rs. 18·57 lakhs, or 98·9 per cent of the total demand, as against 99·09 in the previous year. The outstanding balance at the close of the year was Rs. 19,101 as against Rs. 16,986 in the preceding year. Favourable agricultural conditions enabled 81·4 per cent of outstanding arrears of land revenue to be collected, with the result that the balance outstanding on account of previous years was reduced from Rs. 43,006 in 1916-17 to Rs. 7,869.

6. The prosperous harvests of 1917-18 rendered suspensions and remissions little necessary, and the total sum under suspension, including the figures of previous years, was reduced from Rs. 36,417 to Rs. 7,400.

**Demand and collection.**

7. *Fluctuating and Miscellaneous Land Revenue.*—Collections of fluctuating land revenue rose from Rs. 2·92 to Rs. 2·98 lakhs. The increase was mostly on account of lands irrigated by the Upper Swat River Canal in the Peshawar district. Collection of miscellaneous land revenue decreased from Rs. 1·26 to Rs. 1·23 lakhs, due mainly to the small number of camels brought into the Dera Ismail Khan district by trans-border immigrants. The outstanding balance of fluctuating and miscellaneous revenue was only Rs. 406 at the close of the year.

8. *Miscellaneous.*—The effect of the excellent harvests of the previous year was also noticeable in the decline in the number of coercive processes issued for the collection of land revenue from 1,986 to 1,432. In Dera Ismail Khan alone—the only district in which the system of fluctuating assessment is in force—was greater stringency necessary. The result of the system on trial in the Punjab of serving processes by post was carefully watched with a view to its possible introduction in this province.

9. Land revenue assignments amounted to no less than 20·2 per cent (Rs. 5,39,081) of the total revenue of the year under report. The liberal scale on which revenue is assigned to the people of this province is not always recognized. In the neighbouring province of the Punjab only 8·06 of the revenue was reported to have been assigned in 1916-17. Of the assigned revenue, 67 per cent is held in perpetuity, 13 per cent for life or lives, and 20 per cent for the term of settlement.

**Professional surveys.**

10. *Surveys and Settlements.*—No survey operations were undertaken by the Survey of India in the North-West Frontier Province during 1918-19 (1st August 1918 to 31st July 1919).

**Revenue survey and demarcations.**

11. Towards the end of the year preparations were made for commencing a rectangular survey (*killabandi*) in certain villages irrigated by the Upper Swat Canal in the Mardan and Swabi tahsils of the Peshawar district, the carrying out of which had been delayed by the war.

**Patwaris.**

12. *Land Records.*—The difficulty of procuring suitable candidates as patwaris continued to be experienced, men of the right stamp and necessary education being hard to find. Better pay and prospects are admittedly a necessity, and until these are sanctioned there seems little likelihood of any improvement. On the whole, the conduct and efficiency of the patwari staff

form a better return than would rightly be expected for the extremely small expenditure, the pay in the highest grade being considerably less than the present wages of a menial servant in the open market. The number of patwaris dismissed was the same as in 1916-17, *viz.* 14, but the number of other punishments inflicted decreased from 319 to 275. New appointments numbered 48, of which 32 were given to agriculturists and 16 to non-agriculturists. 11 were promoted to Kanungoships, or were brought on to the district staff.

**Kanungos.**

13. Kanungos are reported to have worked satisfactorily. Seven vacancies occurred among the establishment, and Collectors in all but one case took the right course of filling them from among the patwaris. Moreover, all but two Kanungo candidates were chosen from patwaris and ten Naib Tahsildar candidates were selected from the Kanungo establishment, a policy which had an excellent effect on the morale of the service.

**Records.**

14. Arrears of mutation work remained heavy in the Hazara, Peshawar and Bannu districts owing to the absence of owners and tenants on military service, though in Peshawar the slackness of patwaris and Kanungos in entering up transfers for attestation had much to do with the heavy arrears in that district. Arrears of partition cases were also large in the Hazara and Peshawar districts. There is a tendency on the part of Tahsil officers, which Collectors must combat, to prolong partition proceedings and to allow cases affecting large areas to hang on unnecessarily. The ravages of white ants damaged some of the records of the regular settlement in the Kohat and Dera Ismail Khan districts. A few records were entirely destroyed, but are being replaced.

15. *Wards' Estates.*—Of the four estates under the management of the Court of Wards at the beginning of the year under report, the estate of the late Fateh Muhammad Khan of Tangi in the Peshawar district, who died in April 1916, was released. A suit for the disposal of the property was filed by the two surviving brothers, but was compromised, and the estate was then finally released. It had been taken under management in May 1907, when unencumbered with any liabilities, and it was released with a clear sheet. In 1907, when charge was assumed, the cash balance to the credit of the estate was only Rs. 735, but in October 1917 the cash balance stood at Rs. 5,563 together with Rs. 9,000 held in Government securities. The total assets in 1917 were Rs. 99,563 as compared with Rs. 85,735 in 1907. Fateh Muhammad Khan, the late minor, met his end in a deplorable manner—a self-inflicted wound in the foot resulting in tetanus.

16. Three estates continued under management, namely, those of Agror and Khanpur in the Hazara district and Topi in the Peshawar district, with a total area of 37,480 acres. The total assets amounted to Rs. 53,33,859, representing an increase in which only the Agror estate failed to share owing to the necessity of providing for relatives of the minor. A further sum of Rs. 20,000 was invested by the Khanpur estate in the War Loan of 1918, the total thus invested being thereby raised to Rs. 75,000. A house at Abbottabad, the property of Haider Zaman Khan of Khanpur and his brothers, the wards Safdar Jang and Manuchehr Khan, was partitioned amongst them by lot, and fell to the youngest ward Raja Manuchehr Khan. Raja Safdar Jang, the elder ward of the Khanpur estate, who was reported in the preceding year to be receiving instruction in agriculture at the Tarnab Agricultural Station, has abandoned the idea of completing his training. At present he is said to be preparing himself for the management of his estate, but according to an adverse report of the Deputy Commissioner his conduct is not much influenced by the prospect of shortly assuming his responsibilities. The younger ward, Raja Manuchehr Khan, is studying in the 5th High Class at the Muhammadan Anglo-Oriental College, Aligarh, and is said to show better promise than his brother.

**General.**

17. *Revenue and rent-paying classes.*—The total area of the province as entered in the revenue records stood at 8·574 million acres.

**Loans under the Land Improvement Loans Act, XIX of 1883.**

18. The amount advanced for land improvement rose slightly from Rs. 28,010 to Rs. 29,650, but it is certain that in this province advantage is not taken of the Act to the extent which is desirable.

19. Advances under this Act decreased from Rs. 3,63,543 to Rs. 2,85,813. Though so large a distribution was not made as in the preceding year, still considerable sums were disbursed for the extension of wheat cultivation. The special condition on which these advances were made remained the same as before, *viz.*, the remission of payment in proportion to the area in which the crop failed. The system fully justified itself.

Loans under the Agriculturists Loans Act, XII of 1884.

20. An indication of the general agricultural prosperity was the fact that the total area sold during the year under report amounted to only 52,562 acres, of which 28,705 were cultivated. This total represented an increase of 243 acres over the corresponding figure in the preceding year, but the area sold in that year was the lowest recorded total. Increases occurred only in the Kohat and Dera Ismail Khan districts. The increase in Kohat was probably due to remittances from men in the Army who were able to offer attractive prices for land ; in Dera Ismail Khan increased security had a favourable effect on the market. The total area redeemed showed a satisfactory rise from 64,990 acres in 1916-17 to 66,763 acres in the year under report, of which 45,217 acres were cultivated. The increase was shared by all districts except Bannu, where the area dropped from 19,332 acres to 15,502. In this district, however, the decline in redemptions must be considered along with the reductions in sales and in new mortgages. The increase in redemptions in the Hazara district is explained by the remittances sent to their homes by military recruits. Ordinarily very little recruiting of combatants is done in the Hazara district, but in the year under report special efforts were made, and with such success that the Hazara figures rivalled the total figures of Peshawar. The new recruits remitted their pay and bonuses in such profusion that for a time the village post offices were almost put out of action by the influx of money orders. This is particularly interesting as showing the beneficial effect of a new calling upon an agricultural population. The total area mortgaged was 72,238 acres as against 63,343 acres in the preceding year, the increase occurring in the Peshawar, Kohat and Dera Ismail Khan districts being attributed in the Peshawar district to the failure of the unirrigated wheat crop. Decreases, on the other hand, occurred in the Hazara and Bannu districts, and are ascribed to the satisfactory harvests of the year under report and to the high prices of food-grains. The total area gifted increased from 6,493 acres in 1916-17 to 8,179, and that exchanged rose from 7,273 acres to 9,489.

Transfers.

21. The average sale price of land works out at Rs. 109 an acre as compared with Rs. 96, and the average price of all land permanently transferred amounts to 223 times the revenue assessed on it as compared with 194 times in the preceding year. This remarkable rise in land values not only testifies to the lightness of the revenue demand and the present competition for land, but also to the general anticipation of excellent profits in the future from agriculture as well as to the security now felt in land titles in the frontier districts. The mortgage value of the land mortgaged during the year under report was 130 times the land revenue assessment as compared with 160 times in 1916-17.

Value of land.

22. The Land Alienation Act is in force in only three districts of the province, namely Hazara, Bannu and Dera Ismail Khan. No new tribe was notified under the Act during the year. The net area gained by agricultural tribes in sales was 390 acres as against 733 acres in the preceding year. A loss of 758 acres was sustained by them on sales against 134 acres in the previous year, the Dera Ismail Khan district being responsible for almost all the loss. Of the total redemptions, 37,199 acres, or 84 per cent, were redeemed by members of agricultural tribes as against 34,449 acres, or 78 per cent, in 1916-17. The annexed table exhibits the area lost and gained by agricultural tribes on mortgages and sales during the five years ending 1917-18, and summarizes the results achieved by the extension of the Act to the Hazara, Bannu and Dera Ismail Khan districts :—

Land Alienation Act.

| | Mortgages. | | Sales. | |
|---|---|---|---|---|
| 1913-14 | Loss | 900 acres | Gain | 608 acres. |
| 1914-15 | „ | 664 „ | „ | 380 „ |
| 1915-16 | „ | 2,606 „ | Loss | 26 „ |
| 1916-17 | „ | 134 „ | Gain | 733 „ |
| 1917-18 | „ | 758 „ | „ | 390 „ |

1915 was the only year since 1910 in which a loss by sale occurred. The recovery by agricultural tribes of land in the above three districts has been a steady, if not remarkable, feature of their agricultural economy, and the application of the Act has been abundantly justified during the years in which it has been in operation. The expropriation of agricultural tribes in certain portions of Kohat is now under enquiry, and may be found to necessitate the further extension of the Act into that district.

**Rent-paying classes.**

23. The relations between landlord and tenant, disturbed by the introduction of irrigation from the Upper Swat Canal in 1915-16, have now improved, and the number of suits for enhancement of rent was only 18 in the year under report, of which 11 were successful. No application was made for the reduction of rent.

24. During the year under report only one decree was passed under Section 39 of the Tenancy Act for the ejectment of occupancy tenants, and 4 ejectments were ordered. The number of applications for service of notice of ejectment of non-occupancy tenants fell from 1,238 in 1916-17 to 913. The decline was the result of the demands of the Army on the agricultural labour supply and of the scarcity of tenants in certain parts of the province, both of which factors contributed to greater leniency on the part of landlords. The decrease was shared by all the districts.

CHAPTER III.

# PROTECTION.

[ Further information on the subjects dealt with in this chapter will be found in the Statistics of British India, Volume IV—Administrative and Judicial (including area, population and Local Funds).]

## 1. Legislative Authority.

(See page 33 of the Provincial Administration Report for 1911-12.)

## 2. Course of Legislation.

25. Regulation No. I of 1919 to amend the North-West Frontier Province Law and Justice Regulation, 1901, was brought into force during the year under report.

## 3. Police and Crime.

[ Further details will be found in the Provincial Police and Criminal Justice Administration Reports for the year ending 31st December 1918.]

General.

26. The statistics of the total amount of crime dealt with by the Police in 1918 show that during the year there was a very marked increase in provincial crime. The total volume of crime dealt with, that is to say, the total number of true cognizable cases, increased from 4,798 in 1917 to 5,132 in 1918, a rise of practically 7 per cent. Even if the more or less petty offences under Class VI (Offences against religion, public nuisances, and offences under special and local laws) are excluded, the rise is still more marked, for under the remaining classes of offences (classes I—V) the total amounted to 4,306 cases as against 3,698 in the previous year, an increase of no less than 16·4 per cent over 1917 and 140 per cent over 1916, which year may be taken as a fairly normal one. Moreover, the returns in the report show that, with the exception of Bannu, the increase was shared by all the districts. An analysis of the figures under the more serious classes of crime, such as murder, dakaiti, rioting, etc., reveals, however, a considerably better state of affairs. Murders, for instance, fell from 400 to 353, a decrease of 11·7 per cent, and serious offences against the person generally decreased by 44 cases. Dakaitis declined from 150 to 92, being a decrease of over 38 per cent, and kidnapping cases dropped from 50 to 30. The increase in the aggregate of crime was largely due to an exceptionally large number of offences against property, most of which were committed in the four cantonments of Peshawar, Nowshera, Risalpur and Mardan. On the whole, therefore, the year under review need not be described as a markedly criminal one.

27. Offences against property rose from 2,214 in 1917 to 2,886, an increase of 30 per cent; more than half of them were "serious". The bulk of them occurred, as has been said, in the cantonments of Peshawar, Nowshera, Risalpur and Mardan. The result was that in the Peshawar district the rise in the number of cases under classes I—V compared with 1917 was as much as 25·5 per cent, and very much more than in any other district.

Murders and dakaitis.

28. The substantial decrease already remarked in the number of murders was shared by all districts. Out of 353 murders, 131 were attributed to relations between the sexes, a proportion which is slightly higher than in 1917. Forty were attributed to land disputes, also a slightly higher figure. Blood-feuds were responsible for 41 murders, which is less than in the preceding year. The decrease in dakaitis from 150 to 92 is gratifying. Over half (49) were committed by trans-border Mohmands, Mahsuds and Wazirs, in which 4 Hindus and 13 Muhammadans were kidnapped and 8 persons killed. These figures compare very favourably with those for 1917, namely, 91 cases, 18 Hindus and 31 Muhammadans kidnapped, and 24 persons killed. It is also satisfactory to note that out of the 17 kidnapped, only 3 remained in captivity at the end of the year, and in only 1 case had it been necessary to pay ransom to effect release. The total number of persons kidnapped by all classes of

trans-frontier offenders was 38 as against 113 in 1917, the details being 8 Hindus as compared with 38, and 30 Muhammadans as against 75 in the previous year. The above figures bring out clearly the markedly greater peace enjoyed by border villages during the year compared with 1917.

**Burglaries and thefts.**

29. Burglaries reached the very high figure of 1,213, or 123 cases more than in 1917, and robberies totalled 182 cases as compared with 64 in 1917. The figures for grievous hurt remained practically the same. Along with the rise in burglaries and robberies, there was an increase in the number of ordinary theft cases of no less than 45·3 per cent, their total being 990 cases as against 681 in 1917. The proportion of convictions to true cases investigated in these three classes of offences was extremely low.

**Police working.**

30. The total number of cases investigated by the Police was the largest for the last 7 years, and nearly 15 per cent more than in 1918. 86·3 per cent of these were returned as true cases, of which just over 50 per cent were sent to trial, while of those sent for trial, in only 72·1 per cent were convictions obtained.

31. The number of cases not investigated in exercise of the powers of optional investigation under Section 157, Criminal Procedure Code, rose from 102 to 156. In 1916 the figure was as low as 21, and the use of the section needs watching.

**Preventive measures.**

32. Proclaimed offenders rose from 1,244 at the beginning of the year to 1,300 at its close. Numbers under police surveillance were 2,295 as against 2,178 at the beginning of the year. 68 were returned as untraced, the majority of whom probably joined the Army. Village responsibility plays an integral part in the prevention of crime, and it is therefore satisfactory to find that rewards to villagers for good work in assisting the Police again increased. The amount thus awarded rose from Rs. 3,283 in 1916 to Rs. 6,254 in the year under review.

**C. I. D.**

33. The Criminal Investigation Department investigated rather fewer cases than in 1917. A case which occasioned a stir in local circles was the successful prosecution of the reader to the District Judge, Peshawar, for bribe-taking on an unstinted scale.

**Internal administration.**

34. In spite of difficulty in recruiting, the Force was maintained almost up to strength, vacancies numbering only 57. The number of resignations was the lowest for two years. 79 per cent of the upper subordinates have been trained at the Police Training School and 21·7 per cent of he total Force are educated. The numbers trained in First Aid show a very satisfactory increase. In 1916 their number was 380; in 1918 it reached 524 officers and men. A welcome feature as regards discipline was the decline of departmental punishments from 737 in the previous year to 585 in the year under review. These included 61 dismissals as against 104 in 1917 The influenza epidemic in the autumn of the year took a heavy toll of the Force, and the total death rate was 133 as compared with 65 in the previous year.

## Chemical Examiner.

[For further particulars see the Report of the Chemical Examiner to Government, North-West Frontier Province, for the year ending 31st December 1918.]

35. The number of cases received and examined during the year decreased by 28, from 176 to 148, and there was a large decline from 64 to 20 in the number of articles examined for purity and quality. Out of a total of 128 medico-legal analyses, 38 were cases of human poisoning, in 30 of which poison was detected. Arsenic regained its place as the leading agent for human poisoning, being found in 43·3 per cent of the detected cases, as against opium (30·0) and mercury (13·3). The cattle cases included two fatal cases of needle poisoning, but here also arsenic remained the favourite agent. The number of cases sent to the Imperial Serologist was 16 as against 14 in the preceding year.

## 4. Criminal Justice.

[Further details will be found in the Provincial Criminal Justice Administration Report for the year ending 31st December 1918.]

**General.**

36. The number of cases brought to trial during the year under the Penal Code was 7,174 and under special and local laws 9,613, making a total of 16,787, an increase of 151 on last year's figures. Hazara showed a marked decrease of nearly 20 per cent. A still further decline is recorded in the number of frivolous complaints summarily dismissed under Section 203, Criminal Procedure Code, the percentage having dropped from 18·7 in 1917 to 16·7 in the year under report. Out of 8,510 persons brought to trial for petty classes of crime, only 1,358, or less than one-sixth, were convicted. This is even worse than the proportion of one-fifth in 1917. The unsatisfactory attitude of the courts towards perjury continued during the year under report. An analysis of the district returns indicates that only 48 persons were brought to trial for actual perjury, of whom only about 56 per cent were convicted. The abuse of the Workmen's Contract Act still continues, only 92 persons out of 267 brought to trial being convicted.

**Disposal of cases.**

37. The rise in the percentage of cases under the Indian Penal Code in which convictions were obtained was not maintained, the figure being 36 for the year under report as against 38 in the preceding year. The transfer of petty criminal work from the Tahsil courts to those of the Judicial Extra Assistant Commissioners in the Hazara and Bannu districts has led to a marked improvement in criminal work in those districts. A Judicial Extra Assistant Commissioner was appointed to Kohat in December, and at the end of the year Dera Ismail Khan was the only district without one.

38. There was a very satisfactory decrease in the number of petty sentences of imprisonment of 15 days and under, the number of such cases having fallen from 370 in 1917 to 190.

The average duration of decided cases rose from 8 to 10 days.

**Matrimonial offences.**

39. The proportion of convictions among persons tried for offences relating to marriage still remained at the very low figure of 12 per cent. Some sort of system of registration of marriages is needed, and the system in force in certain districts of the Punjab under Section 22 (*1*) of the District Boards Act might well be given a trial in this province.

**Capital offences.**

40. Thirty-one capital sentences were inflicted by Sessions Judges, of which 17, or 55 per cent, were upheld by the Judicial Commissioner as against 77 per cent in the preceding year. Of these 17, only 13 were executed ultimately. Sixty-five persons were convicted by the Sessions Courts of murder, and one of dacoity with murder. Out of these, 31 or 46·9 per cent compared with 60 per cent in 1917, were sentenced to death by them. Thus only 19·7 per cent of those convicted of murderous offences paid the extreme penalty compared with 47 per cent in the previous year.

**Frontier Crimes Regulation.**

41. The number of references under the Frontier Crimes Regulation to Councils of Elders increased by 15 per cent, but the percentage of convictions fell from 45 in 1917 to 37. The Peshawar district shows the lowest percentage of convictions.

## 5. Prisons.

[Further details will be found in the Provincial Report on the Administration of the jails for the year ending 31st December 1918.]

**Numbers and classes of prisoners.**

42. During the year under review the total population (excluding political prisoners) in the jails and lock-ups of the province decreased from 2,651 to 2,322, the daily average falling from 2,937 to 2,442. The total accommodation available for the population of the jails (apart from lock-ups) remained the same, *viz.*, 2,359, and, although the average daily number of persons to be accommodated fell from 2,728 to 2,260, yet, owing to the impossibility of equalizing the distribution of the prisoners, all jails continued to be overcrowded for some part of the year, and the Kohat Jail throughout the year. Overcrowding, however, was less than in 1917. Direct admissions of convicts were 3,377, or 189 less than in 1917, the daily average declining from 2,451

to 1,981. During the year it was found possible to transfer a larger number (877) of prisoners to the Punjab jails to serve their sentences, and as a result of the age of admission having been raised from 21 to 23, the number of juveniles who were sent to the Borstal Central Jail, Lahore, rose by 142 to 456.

**Health.**

43. Apart from the epidemics of influenza the health of the jail population was good. Hospital admissions amounted to 2,435 as against 2,952 in 1917, and were due for the most part to malarial fever, influenza and respiratory diseases. The daily average of sick per *mille* was 76 compared with 72 in the previous year. There was a marked decline as a whole in the incidence of dysentery from 223 to 131. The malarial year was a mild one. In Peshawar Jail the daily average sick of all classes was 40, and the death rate 69·70 per *mille*. Kohat Jail again showed a healthy record; only one case of influenza was diagnosed, that of an under-trial prisoner who had only recently been admitted. The effect of the influenza epidemics is well brought out by the fact that the total number of deaths was 126 as compared with 74 in the previous year, the death rate rising from 27·13 to 55·75 per *mille*. This, however, compared very favourably with the death rate among the free population, namely, 70·3 per *mille*. Altogether 698 cases of influenza occurred among the jail population, of which 63 ended fatally.

**Jail Establishment.**

44. The difficulty in procuring recruits for the warder establishment owing to more attractive service in other departments continued, and resignations were many.

**Conduct of convict population.**

45. The conduct and discipline of the convicts appears to have been generally satisfactory. Jail offences, however, again showed a slight increase. The number of floggings was normal, and considerably less than in the year previous. The ratio of punishments in the Kohat Jail (60) was large, and was once more the highest in the province. The number of habituals was less than in 1917, but they maintained their reputation for bad character, the ratio of punishments among them (67) being again double that among the casual prisoners (37).

**Financial.**

46. The cost of guarding and maintaining prisoners continued to increase in conformity with the general rise in prices as a result of the war. The total expenditure amounted to Rs. 2,63,541, or Rs. 11,279 above that of 1917, and the actual cost per head of the jail population worked out to Rs. 116-9-9 as against Rs. 92-7-0 in the previous year and the pre-war (1914) figure of Rs. 79-13-0. Establishment charges rose by Rs. 5,298, mainly owing to the grant of personal war allowance to the warder guard, and there was a considerable rise of Rs. 10,613 in the cost of prisoners' clothing and bedding.

47. The jails in the province have now been made entirely self-supporting, all the blankets, bedding, woollen and other clothing, besides the usual articles of jail consumption, being manufactured in the jails. Further, the jails of Peshawar and Dera Ismail Khan are now in a position to meet the requirements of the various Militia Corps and the Frontier Constabulary. Receipts credited in the Treasury amounted to Rs. 1,30,300, being 50 per cent higher than the previous highest figure of 1916, and profits rose from Rs. 14,231 in 1917 to Rs. 26,416.

## 6. Civil Justice.

[ Further details will be found in the Provincial Justice Administration Report for the year ending 31st December 1918.]

**Institutions.**

48. The volume of litigation during the year 1918 showed a tendency to decline, institutions, 26,580 in number, averaging only 121 per 10,000 of the population as against 124 in the previous year. But the figure continues very high as compared with 103 in the Punjab during 1917. The decline was spread over all districts except Peshawar. Dera Ismail Khan retained its position as the most litigious with a proportion of 175 institutions per 10,000 of the population. Hazara had the lowest figure of 91.

49. There was a remarkable increase in the volume of very petty litigation, the number of suits of a value under Rs. 10 having nearly doubled.

Pre-emption.

50. Suits for pre-emption remained stationary, the number of such suits amounting to 1,700 in 1918 as against 1,711 in the preceding year. A decline of 87 pre-emption suits in Hazara is attributed to the rigid exaction of the deposit prescribed in Section 19, a course which provided an effective check upon speculative litigation.

Value of suits.

51. The total value of suits instituted rose from Rs. 45,38,013 to Rs. 64,83,188, or an average of Rs. 240 a suit. 69 per cent as compared with 72 in the previous year were suits for value not exceeding Rs. 100.

Disposal of work.

52. The number of original suits which came before the courts during the year was 29,748 as against 30,794 in 1917, and the number of pending cases was 2,640 compared with 2,231 in the preceding year. The average duration of contested cases rose from 30 to 37 days, and that of uncontested cases from 19 to 26. These figures are largely accounted for by the general paralysis of all public business caused by the influenza epidemic. District Judges disposed of 557 appeals from decrees as compared with 568 in 1917. In 30 per cent the decisions of the first courts were modified or reversed as against 27 per cent in the previous year. The average duration of appeals in District Judges' Courts was 31 days as against 34 in 1917. The figure for Kohat dropped from 65 days to 11.

53. Divisional Judges disposed of 911 regular appeals as against 1,235 in 1917. An Additional Divisional Judge worked in the Peshawar Division for ten months only, but towards the close of the year the permanent appointment was sanctioned.

The Judicial Commissioner's Court.

54. The total number of appeals and revisions disposed of in the Court of the Judicial Commissioner during the year was 120 and 264 respectively compared with 142 and 241 respectively in 1917. The average duration of regular appeals was 73 days as compared with 70 days in the previous year.

Execution of decrees.

55. Execution work maintained the marked improvement shown last year. 47 per cent of the sum in execution was realised, the highest total ever recorded for the province. Imprisonment remained the most popular method of coercion, but a striking feature was the greater readiness on the part of judgment-debtors to meet their liabilities voluntarily, particularly in districts where they are made to realise that they cannot easily evade them.

Processes.

56. Effect was given during the year to the additions sanctioned to the Process-serving Agency and to the increase in the pay of Nazirs and Madad Naib Nazirs. One innovation calculated to increase the general efficiency of the Courts, as also to improve their outturn of work, has been the adoption of the Punjab system by which substituted service is now no longer permitted without a special order from the Court issuing the process.

Insolvency.

57. The number of applications for insolvency under the Provincial Insolvency Act showed a further decrease from 166 in 1917 to 152 in 1918. With a view to the speedier realization of estates after adjudication an official receiver has now been appointed for the Peshawar district.

Guardians and Wards Act.

58. The number of applications under the Guardians and Wards Act fell from 244 to 218. The small number of applications granted, *viz.*, 15 in Kohat out of 40 and 27 in Bannu out of 98 shows that many are still presented rather with the desire to acquire a hold on the property concerned than out of any solicitude for the interests of the minor. Sums of Rs. 29,600 and Rs. 8,859 were invested in the War Loan in Dera Ismail Khan and Kohat respectively. In Bannu Post Office Savings Bank deposits amounted to Rs. 3,168.

## 7. Registration.

[Further information will be found in the Provincial Note on the Registration Returns for the year ending 31st December 1918.]

59. The total number of compulsory registrations affecting immovable property fell from 11,890 to 11,366, but, though the number of transactions decreased by 4·4 per cent, the value of the property involved increased by over 10 lakhs, or 10·26 per cent. One of the causes is to be found in the keen competition of money-lenders for land investments. The chief increase occurs in the Peshawar district, where the value of compulsory deeds registered

has exceeded those of the previous year by over 6 lakhs. In this district, as well as elsewhere, a factor, the importance of which cannot be overlooked, is the general rise in land values resulting from the effects of the great war.

60. The number of optional registrations shows little variation from last year. In the Bannu district there is reported to be a marked decrease in the number of optional registrations, due to the tendency to rely upon mutation procedure as being less costly and troublesome than registration. The aggregate value of movable property transferred rose from Rs. 1,27,557 to Rs. 2,19,200.

61. The total income of the year under review advanced by 1 per cent owing to an increase in the value of documents registered, while the expenditure shows an increase of some 20 per cent. Appeals were lodged against 35 out of 76 refusals, and 31 were accepted. It is noticeable that in Dera Ismail Khan the number of cases in which registration is ordered on appeal is still considerable. The number of searches or applications for copies has advanced from 2,164 to 2,376, and the rise is shared by all districts except Dera Ismail Khan. No prosecution was instituted under Section 83 of the Registration Act during the year under review, nor were any attempts to evade the provisions of the Land Alienation Act by *benami* transactions detected in any district.

## 8. District Boards.

[Further details will be found in the Provincial Report on the working of District Boards for the year ending 31st March 1919.]

62. The question of the constitution of these Boards came up for consideration during the year under report. The Government of India resolution on Local self-Government, dated 16th March 1918, was given careful consideration in the course of the year, but it was finally decided that in the absence of any public demand for a change in the existing system it would be advisable to defer further action until schemes suitable for backward rural tracts had matured elsewhere, and advantage could be taken of the experience thus obtained.

63. At a public meeting held in November 1918 in Peshawar this policy received complete corroboration, and the opinion was unanimously expressed that the elective principle should not be extended to the appointment of members to the District Board until experience had been gained of the results of its application to the Municipal Committee.

64. Generally speaking, there appear to be no special features in the work of the Boards during the year, but, as far as can be seen, they have continued to take considerable interest in the extension of education and also in cattle-breeding. Ten new Primary schools were opened in each of the districts of Hazara, Peshawar and Dera Ismail Khan, and one Primary school was converted to a Middle school in Hazara and Peshawar. The pay of the teachers was improved in all districts mainly out of the Government grants received for the purpose. As regards cattle-breeding, this received further encouragement through the purchase of seven Dhanni bulls in Bannu and five bulls in Dera Ismail Khan, while special attention was devoted to the prize schedules for cattle in the Horse and Cattle Shows. These were held in all districts except Dera Ismail Khan, where the show was abandoned owing to shortage of fodder. No new buildings of any importance were constructed. The total expenditure of the Boards on public works in fact was less than half that on education, and nearly one-third of the funds devoted to public works was absorbed merely by the repair of roads.

Financial.

65. The total income of the District Boards, excluding debt head transactions, amounted to Rs. 7,36,622 against Rs. 6,27,908 last year, and the expenditure to Rs. 6,29,177 against Rs. 5,64,352.

The undernoted amounts were invested by the District Boards in the Second Indian War Loan in War Bonds, 1921:—

| | Rs |
|---|---|
| Hazara | 20,000 |
| Dera Ismail Khan | 30,000 |

66. The income and expenditure under the head Education rose from Rs. 2,40,561 and Rs. 2,81,153 to Rs. 3,24,628 and Rs. 3,35,043 respectively. The expansion of income is attributable to a further increase in Government grants for raising the pay of teachers and opening new schools. Expenditure advanced on these subjects accordingly, and, including Government grants, continues to show a very high percentage on the total income of the Boards, being 44·1 per cent for the year under review. It is interesting to note in this connection that this province and Bombay are the only provinces in India of which the local bodies spend over 40 per cent of their funds on education.

67. Income under the head Medical rose from Rs. 30,725 to Rs. 32,708. The chief increase was one of Rs. 1,441 in Dera Ismail Khan consequent on the receipt of a Government grant for preventive measures during the influenza epidemic.

Comment on the other principal heads of revenue and expenditure is unnecessary, as apart from the ordinary slight fluctuations there is no feature worthy of note.

68. The expenditure on sanitation incurred by the Boards from the share of local rate surrendered by Government for sanitary improvements was as under :—

| | R |
|---|---|
| Hazara | 4,595 |
| Peshawar | 1,902 |
| Bannu | 2,717 |

69. The Peshawar district alone is concerned with the head " Irrigation—Minor Works and Navigation (Canals)." The demand for the year creditable to District Funds was Rs. 12,232 against Rs. 9,481 last year, showing an increase of Rs. 2,751. The arrears from last year were Rs. 10,324, and the total amount due to the Board was thus Rs. 22,556, of which only Rs. 9,272 were realised. The outstanding balance at the end of the year accordingly amounted to the large sum of Rs. 13,284. The expenditure on the canals was Rs. 11,861 against Rs. 11,020 last year. The figures of net demand and expenditure show the small net profit of Rs. 371, or 1·60 per cent on the capital outlay of Rs. 23,000.

## 9. Municipal Administration.

[Further particulars will be found in the Provincial Report on the working of Municipalities and Notified Areas for the year ending 31st March 1919.]

70. There was no change in the number of Municipalities and Notified Areas during the year. The total number of meetings held by the Municipal Committees and Notified Areas of the Province was 123 ordinary and 51 special meetings against 132 ordinary and 43 special meetings last year. The attendance of non-official members at meetings fell in Haripur, Abbottabad and Peshawar from 75, 66 and 77 per cent respectively to 65, 64 and 67. No meeting had, however, to be adjourned for want of a quorum, and no occasion arose to set aside the proceedings of any Municipal Committee on the ground of irregularity.

71. The general attitude of the members towards their public duties as noticed in the District Reports has been that in Hazara the members, especially of the Abbottabad Municipal Committee, are on the whole actuated by genuine public spirit, and party feeling is happily almost non-existent. Some initiative has been shown, especially in the direction of increased cleanliness of the Abbottabad town. In Peshawar no marked improvement in the general attitude of members towards their responsibilities is shown; the control and supervision of establishment, sanitation, public and other works, therefore, fall mainly on the Secretary. In Kohat the members have displayed no particular initiative and are generally dependent on official suggestions. The general attitude of the members in Bannu towards their public duties during the year is said to have been very satisfactory, while in Dera Ismail Khan the Deputy

Commissioner has little to add to the remarks of last year in this respect, which showed a lack both of interest and initiative on the part of the members with very few exceptions.

72. The general working of Committees was satisfactory. Sub-committees for various branches of Administration exist in all the Municipalities, and are reported to have worked well. In Peshawar the election of the sub-committees has been replaced by nomination, and the term of office has been raised from 6 to 12 months, thus giving the members some continuity of management which has encouraged them to show greater interest in their duties. The sub-committees in the other Municipalities are reported to have worked well.

73. As compared with the previous year the expenditure on education has increased in Haripur, Abbottabad and Dera Ismail Khan. In the other Municipalities it has fallen slightly. Expenditure on medical relief has risen in Abbottabad, Kohat and Dera Ismail Khan, and fallen in Peshawar and Bannu. In Haripur it has remained stationary. The increase was most marked in Kohat, being 7·88 per cent, due to the heavy expenditure caused by the influenza epidemic of last autumn. The expenditure on water-supply rose in Haripur, Abbottabad and Bannu, and fell in other Municipalities.

74. *Taxation.*—The income from octroi amounted to Rs. 6,75,212 against Rs. 6,01,809 last year. The increase is shared by all Municipalities, and is due to an all-round increase in prices, which swelled the octroi receipts in the case of articles on which an *ad valorem* duty is charged. In Bannu the increase is attributed to larger imports of cloth.

75. Octroi refunds fell from Rs. 3,74,565 to Rs. 3,68,714. The percentage of refunds has fallen in all Municipalities except Kohat, where the increase was very slight. In Peshawar, where the percentage of refunds of octroi is the largest, the substitution for octroi of a terminal tax is being considered, and a report is promised shortly. The income from "Other taxes and rates" rose from Rs. 5,653 to Rs. 6,873. The income from "Taxation and other sources" of the Notified Areas also rose from Rs. 95,131 to Rs. 1,22,352.

76. The accumulated balances of the Municipalities at the close of the year amounted to Rs. 10,47,977 in cash and Rs. 9,49,497 in securities against Rs. 9,77,122 in cash and Rs. 8,74,193 in investments last year. The balances of the Notified Areas were Rs. 90,336 in cash and Rs. 70,850 in securities against Rs. 65,111 in cash and Rs. 47,000 in securities last year.

## Military (Recruiting).

77. The measures taken for recruiting were enumerated in paragraph 60 of last year's report. Special recruitment came to an end in November 1918 on the conclusion of the European war. From April 1st to December 31st, 1918, a total of 12,388 men were recruited, of whom 7,808 were combatants and 4,580 non-combatants. The percentage of recruits supplied by the North-West Frontier Province, calculated on the basis of population of the cis-frontier districts, placed this Province above all other provinces in India.

CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

[ Further particulars will be found in the Provincial Land Revenue Report for the agricultural year ending 30th September 1918.]

**Wheat.**

78. Pusa No. 4 has yielded an average of 25 maunds per acre at Tarnab during the last 3 years, and in good irrigated land almost invariably produces better results than any local variety. The Australian wheat named Federation has given the high average rate of 33 maunds per acre at Tarnab, and promises to become the chief wheat in the best lands of the Kurram valley. It requires, however, more careful cultivation than Pusa No. 4, which is, therefore, better suited to local needs, and has been sown in some 20,000 acres. Two large granaries of a new and unusual type have been completed for trial at Tarnab, and it is proposed to erect others at various Tahsil headquarters.

**Sugarcane.**

79. Progress is being made with experiments directed towards saving the sugar crop after rain following on severe frost, and it has been found that it can be prevented from deterioration for one month by windrowing after the rain ceases.

**Sugar beet.**

80. It is noted that by following the unusual rotation of shaftal sugar-cane, maize and sugar beet land may be kept almost constantly under a sugar-yielding crop in the Peshawar valley. This rotation would reduce a sugar concern's dependence on the cultivators, and it is believed that under these conditions a factory might grow or control much of the cane and beet required.

**Miscellaneous.**

81. A series of experiments to determine the water requirements of staple crops in the Peshawar valley has been planned at Tarnab.

## 2. Weather and Crops.

[ Further information will be found in the Provincial Report on Season and Crops for the year ending 31st March 1919 and in the (1) Agricultural Statistics of India, Volume I, Tables II and III; (2) Estimate of Area and Yield of certain principal crops in India; (3) Prices and Wages in India; and (4) Variations in Indian Price Levels.]

**Character of the seasons.**

82. The month of May 1918 was practically rainless, except in the Tochi and Kurram Agencies, and early sowings were adversely affected throughout the province, especially in the Kohat and Dera Ismail Khan districts. Welcome showers, however, fell during June in all places except in Bannu, Dera Ismail Khan and the Tochi Agency. The July rains, elsewhere than in Hazara, were generally insufficient. Later sowings, therefore, were carried out under no better conditions than the earlier, and were particularly restricted in unirrigated tracts. In August the rainfall continued scanty throughout the province, with the exception again of Hazara, and though the rain received in September was above the average in the Tochi Agency, and nearly normal in Peshawar and Kohat, in other places the quantity was most disappointing. Thus the monsoon rainfall on the whole was much in defect, and *kharif* sowings were considerably below the normal.

83. The months of October, November and December were dry. Rain fell in January 1919, however, just in time to improve the situation, which had become precarious, and further showers in February and March, though less than usual, helped to mature the standing crops.

84. The heavy rains in the months of January and February slightly damaged the gram crop in the Haripur tahsil of the Hazara district, while the wheat crops in the Kurram Agency was affected to some extent by rust. The world-wide epidemic of influenza, which raged throughout the province during the months of September, October and November 1918, was of a virulent type, and much interfered with work in the fields, particularly sowings.

**Sown and cropped areas.**

85. The total sown area amounted to 2,279,479 acres, and was 23 per cent less than that of the previous year, or 16 per cent below the normal. The decrease occurred both in the irrigated and unirrigated areas, but was specially noticeable in the latter. The total area harvested amounted to 1,970,792 acres against 2,552,302 acres in the previous year. The total area sown during *kharif* 1918 was 28 per cent less than that sown in the previous *kharif*, or 19 per cent below the normal. The total area sown for the *rabi* harvest was 20 per cent less than the previous year and 14 per cent below the normal. The decrease was almost entirely confined to unirrigated crops.

**Irrigated areas.**

86. The total area of crops irrigated during the year amounted to 942,074 acres as compared with 979,097 acres in the previous year and the average of 893,500 acres. It represented 41 per cent of the total acreage of crops sown. The decrease occurred mainly in Dera Ismail Khan, where the always uncertain Paharpur Canal stopped running from September 1918 to May 1919. The extension of irrigation from the Upper Swat Canal has, of course, caused the increase in the total irrigated area as compared with the average of recent years. The area irrigated by canal was 762,738 acres, or 33 per cent of the total area sown. Government canals irrigated 335,949 acres and private canals 426,789 acres.

**Chief staples.**

87. The outturn of the principal crops as compared with the estimated normal outturn was as follows:—

| Name of crop. | Outturn in percentage of estimated normal. |
|---|---|
| Wheat | 81 |
| Rice | 82 |
| Jowar | 68 |
| Bajra | 32 |
| Maize | 100 |
| Sugarcane | 81 |
| Cotton | 68 |
| Barley | 88 |
| Gram | 103 |
| Rapeseed | 47 |

Maize accounted for 20 per cent of the total area sown and wheat for 38 per cent. The cultivation of sugarcane was extended owing to the high price of *gur*, but the dryness of the year disappointed the sowers.

**Harvest prices.**

88. Prices once more registered a general advance, the economic pressure arising from the war being intensified by the indifferent character of the harvests of the year. The whole market position, however, in the case of food-grains was exceptional, as various administrative measures were taken to prevent the province from being denuded of its supplies. Surcharges were imposed on the railway freight of bajra exported from Kohat, maize from Bannu, and all food-grains from Peshawar, and at the end of November 1918 orders were issued by which the chief food-grains were only allowed to leave the province under permit from the Director of Civil Supplies. Thereafter in May 1919, on the outbreak of the Afghan War, the export of these grains, sugar and *ghi* was entirely prohibited. The abnormally high prices realized for rapeseed, *gur* and cotton were a special feature of the year.

**Trade and food stocks.**

89. The total quantity of cereals and pulses exported to trans-frontier countries amounted to 158,592 maunds against 95,582 maunds in the preceding year. The principal grain exported was wheat, which accounted for 120,323 maunds, or 75 per cent of the total export trade. The major portion of this wheat went to Southern Waziristan, where the drought and comparative failure of crops in tribal territory led to an increased dependence on British wheat supplies.

## 3. Arboriculture and Horticulture.

[Further details will be found in the Provincial Reports on the working of District Boards and Municipalities for 1918-19.]

90. The District Boards spent Rs. 16,143 on arboriculture as against Rs. 15,495 and Rs. 3,677 on botanical and other public gardens compared with Rs. 3,509 in the previous year. The income from the latter head was Rs. 2,199, and Rs. 7,024 were received on account of sale proceeds of trees, grass, etc., as against Rs. 1,850 and Rs. 5,615 respectively in 1917-18. The expenditure of Municipal Committees on arboriculture, public gardens and experimental cultivation rose from Rs. 42,210 in 1917-18 to Rs. 55,058 in 1918-19.

91. Good progress has been made in horticulture at the Government Farm at Tarnab, and 30,000 budded peach, plum, pear, apricot and other trees were distributed to fruit-growers, the new varieties being well-known American or Australian market kinds. The large orchards of the Tarnab varieties, ready to bear fruit in 1919, have unfortunately been sold, mostly to dealers, who do not spare much attention to orchard cultivation.

The annual arboriculture reports from the Tochi and Wana Agencies have been discontinued, and the triennial reports of these Agencies have not been received.

## 4. Forests.

[Further particulars will be found in the Provincial Progress Report on Forest Administration for the year ending 30th June 1919 and in the Statistics of British India, Volume II—Financial Statistics.]

General

92. The year was marked by the publication of a memorandum on the future working of the Hazara forests by the Assistant Inspector-General of Forests, who made an extended tour throughout the district for a period of two months with a view to studying the requirements of the forests. He has recommended the immediate revision of all existing working plans on the basis of two forest divisions, the forests to be worked on a system of concentrated regeneration fellings in place of the out-of-date selection system on which the present plans are based. The Local Administration has accepted his proposals as regards the revision of working plans; but unfortunately the continued lack of staff, combined with the difficulty of obtaining the services of a Forest Engineer, who is required to assist the working plans officer in fixing upon the areas to be allotted to the periodic blocks, has made it impossible to commence the work of revision. Everything possible has been done to obtain the highest material and financial results from the working of the forests, though these efforts have been seriously hampered by an out-of-date system of management and by the policy of selling standing trees to purchasers for a period of years at a fixed royalty. Such leases have undoubtedly resulted in great loss of revenue to Government and have to a less extent placed difficulties in the way of Government obtaining large supplies of timber for war purposes at reasonable rates from the Hazara forests. It is for these reasons that efforts have recently been made to extend the scope of departmental exploitation.

Area.

93. No changes in the area under charge of the Forests, Civil and Military Departments, have occurred.

Roads and Buildings.

94. A small sum of Rs. 625 was spent on new works, four miles of paths being constructed to facilitate timber extraction. The chief item of expenditure (Rs. 8,298) was the construction of the Jaba Walnut Workshops. These were completed during the year, the cost of the buildings (excluding boiler and fittings) being Rs. 14,559.

Protection.

95. The total number of cases which came under observation was 1,731 (including 39 fire cases of 1917-18 which could not be classified, and so were not included in the returns of that year). There has thus been a fall of 332 cases and 574 cases as compared with the year 1917-18 and with the triennial average. Considering the unfavourable circumstances occasioned by a very serious drought in the summers of 1918 and 1919 and by the high cost of kerosene oil (which tempts to the extraction of resinous wood from conifers) the drop in the cases of the year must be considered satisfactory: it is, of course,

largely accounted for by the grazing concession granted during the year to lop large broad-leaved trees for fodder during the fodder famine which prevailed practically throughout the year. There were only 10 new cases of fire despite the abnormal drought experienced at the commencement and at the end of the year, a remarkable proof that forest fires can be prevented if the villagers so desire. Unauthorized felling and removal of forest produce account for 684 cases as compared with 549 cases last year, while cases of unauthorised grazing number 982 as compared with 1,480. The area burnt during the year amounted to 3,355 acres, of which 3,301 acres were in reality the tail-end of the incendiary outbreak reported last year, this area having been burnt early in July 1918. A sum of Rs. 1,054 was paid to villages in reward for the successful protection of the forest during the outbreak of incendiarism in 1918 : the payment of such rewards was an experiment, but it is doubtful if it was a successful one, for it is reported that one village which was rewarded has burnt entirely the area successfully protected by it in 1918. The free grazing and grass-cutting concessions sanctioned towards the end of last year have been freely used by the people, and do not appear to have had any deleterious effect : nor can they have such effect once regeneration fellings are concentrated and can be closed to grazing. Care has been taken to exclude cattle from areas subject to erosion and landslips, and from recently coppiced areas and plantations.

**Sylviculture.**

96. The year was a bad one for the production of *chil* (*P. longifolia*) seed, but the seeding of silver fir was profuse, the number of cones being noticeably large, the deodar produced a fair quantity of seed, while the *biar* (*P. excelsa*) seeded quite satisfactorily. Of broad-leaved species most seeded satisfactorily, but *phulai* (*A. modesta*) seed was destroyed by some insect, while ash was a poor producer. Owing to the exceptional drought which prevailed for the most part of the year, reproduction from seed was poor : it remains to be seen whether all the seed was thereby destroyed or if germination was only postponed : there can be no doubt, however, that a large number of seedlings of all species were killed. Reproduction from coppice shoot is reported to have been on the whole satisfactory. None of the experimental work reported upon in the last two years has proved successful in establishing coniferous reproduction, though in Dungagali Range broad-leaved trees are appearing in at least one of the areas treated. The failure is at least in part due to the drought of this year, while the difficulty of preventing grazing in scattered regeneration areas accounts largely for want of success. It seems clear that it is useless to expect success from such measures until a system of concentrated regeneration is adopted and proper supervision and control of such work becomes possible. A commencement was made with the establishment of a walnut nursery at Nagan, and about $\frac{1}{4}$ acre of seed beds were sown with 21,000 walnuts. A germination percentage of 58 (there were 12,229 seedlings at the close of the year) is satisfactory.

The seedlings are in excellent condition. In addition 1 acre in Nagan forest was experimentally sown direct, 1,037 pits being prepared : seedlings have appeared in 803 pits, so that the work has proved fairly successful. It seems probable that the best procedure will be to sow direct and to fill in gaps from the nursery.

**Exploitation.**

97. The public advantage obtained by Government being in a position to use the profits of the timber trade for the benefit of the country as a whole instead of these profits going into the pockets of a few long-headed private firms is believed to justify the abandonment of the system of sales of standing trees and the adoption of the system of departmental exploitation. The Department removed 171,000 cubic feet of timber, representing 14 per cent of the total timber outturn, as compared with 75,000 cubic feet (=4 per cent) in 1917-18, and proposals for the employment of a special exploitation staff were under discussion at the close of the year. The most important projects carried out or in progress during the year were walnut exploitation in Kagan, where 8,000 cubic feet of walnut slabs were converted for manufacture in the Jaba Workshops of half-wrought rifle-stocks for the Ishapur Rifle Factory, *chil* exploitation in Khanpur Range, blue pine and fir, elm and horse-chestnut exploitation in Dungagali Range.

98. In dealing with firewood and charcoal departmental agency was employed to a larger extent than in the past, as in addition to meeting the requirements of Abbottabad, the Department had to meet the full requirements (5,000 cubic feet solid) of the Jaba Workshops, and also undertook the collection of all firewood required for troops stationed in the Hazara Galis previously arranged for by Supply and Transport Corps contractors. Thus 234,000 cubic feet (solid) of wood in the form of wood-fuel or charcoal, representing 12·63 per cent of the total fuel outturn were removed as against 180,000 cubic feet (solid) (=12·32 per cent) in 1917-18. This figure includes the estimated volume of 12,000 maunds of charcoal burnt for the supply of Abbottabad and Murree. The difficulty of transport to the Abbottabad Depôt was solved most satisfactorily by the use of Peshawari donkeys in place of the very unsatisfactory local pack animals; but labour difficulties prevented the continuance of work on the production of *chil* charcoal for the Rawalpindi market. It was also decided to commence collecting crude *chil* resin by departmental agency on a small scale on the lines adopted in the Punjab with a view to obtaining the nucleus of a trained labour supply against the time that work will be developed on a large scale after the revision of the working plans. Steps were taken to train 30 men, and 9,127 trees with 18,015 channels were tapped; the yield by the close of the year was 87½ maunds.

Hazara guzaras.

99. The Deputy Commissioner reports only 793 acres of village forest burnt as against 36,347 acres last year. The decrease is a natural corollary to the outburst of incendiarism in the previous year. Twenty-four village forests were closed to felling for breach of rules, and in 36 others the period of closure was extended, since the right-holders made no attempt to improve their condition.

Miscellaneous.

100. The workshops and steaming plant, the construction of which started last year, were completed, and the work of preparing half-wrought rifle-stocks was commenced, 20,334 parts being prepared: of these 8,462 steamed parts were despatched to Ishapur. Unfortunately inexperience in the work of steaming and seasoning has led to a large percentage of rejections on this first consignment, as many parts showed serious "shakes" on arrival at the Rifle Factory. Rejections were as follows:—Butts, 70 per cent; fore-ends, 80 per cent; hand-guards, front, 58 per cent; rear, 45 per cent. There can be no doubt that a large part of the rejections are due to insufficient attention to factors of temperature and humidity after the removal of half-wroughts from the steaming chambers. Steps are being taken to deal with the difficulties which have arisen, and improvement already appears.

Financial results.

101. The financial results of the working of the Department are given in Section 8 of Chapter V. The year's working showed a cash surplus of Rs. 1,79,713. The revenue from timber and drift amounted to Rs. 3,87,878, and the total revenue reached the record figure of over 4 lakhs. The high price of timber was the main cause of this increase, and in this connection it is interesting to note that had not Government still been bound in two ranges by 5-year contracts at fixed royalties the revenue would have been far higher.

## 5. Mines and Quarries.

[Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1919, the Report of the Chief Inspector of Mines in India for 1917, and in the Statistics of British India, Volume I—Commercial Statistics.]

102. 644,595 maunds of salt were excavated as compared with 544,338 in 1917-18. There was a marked increase in the amount exported to the Punjab.

103. The only mine regulated by the Indian Mines Act (VIII of 1901) which worked during the year was the slack coal mine in the Hazara district. Its output was 240 tons of coal earth, valued at Rs. 960, as compared with 215 tons of slack coal, valued at Rs. 3,010, in 1917. No new license for prospecting for coal or minerals was granted during the year. Two licenses, one for coal and the other for minerals, remained in force.

104. The outturn and value of other minerals recovered in 1918, which do not come under the Act, was 217,957 cubic feet, or 8,072 tons of limestone, valued at Rs. 5,449, in the Peshawar district. No prospecting license for petroleum was granted during the year, and none was in force.

## 6. Manufactures.

[Further details will be found in the Provincial Report on the working of the Indian Factories Act for the year ending 31st December 1918 and in the Statistics of British India, Volume I—Commercial Statistics.]

105. The total number of factories to which the Act was applicable during the year under report was 4 as against 6 in the preceding year. The decrease is due to the exclusion of the Mechanical Transport Workshop, Peshawar, and the Royal Flying Corps Workshop, Risalpur, both of which are reported not to have employed more than 49 persons simultaneously on any one day in the year, aud thus do not come within the scope of the Act. The remaining four factories are all situated in the Peshawar district :—

(1) Cotton Ginning and Baling Press, combined with a Rice Milling and Ice Factory : (2) Cotton Ginning and Ice Factory and Oil Press ; (3) Cotton Ginning Factory with Oil Pressing, Salt Grinding, Rice and Flour Mills; and (4) the Military Grass Farm Baling Press. The sanitary conditions and arrangements are reported to be satisfactory as in the past year.

106. Wages have generally increased both as regards skilled and unskilled labour. The operatives in the factories are only day labourers, and leave the premises when their work is done. They are reported to be in good health. Two factories employed women, who received their wages daily. Only one child was employed.

No accidents occurred during the year, and the machinery is reported to be properly fenced.

## 7. Trade.

[ Further details will be found in the Provincial Report on the External Land Trade for the year ending 31st March 1919 and in the Statistics of British India, Volume I—Commercial Statistics.]

Total trade.

107. The volume of external trade of the province in each of the past three years, excluding animals and treasure, is exhibited in the following statement :—

| Year. | Imports. | | Exports. | |
|---|---|---|---|---|
| | Maunds. | Value. | Maunds. | Value. |
| | | Rs. | | Rs. |
| 1916-17 . . . . . | 513,669 | 84,91,317 | 568,007 | 1,50,28,288 |
| 1917-18 . . . . . | 837,903 | 1,31,29,146 | 637,045 | 2,16,18,766 |
| 1918-19 . . . . . | 708,168 | 1,56,70,089 | 632,407 | 2,89,28,137 |

High prices, of course, have tended to swell the returns, but the figures showing actual volume by weight, etc., prove the reality of the recovery. It might have been thought that credit and commercial relations in general would not have been re-established satisfactorily for some little time after the close of the disturbances, but the readiness of trade to return to its accustomed channels during the restored tranquillity and the high returns of 1918-19, notwithstanding the ravages of the influenza epidemic throughout trans-frontier territory, are proofs not only of the enterprise of trans-border merchants and carriers, but also of the inherent soundness of the trading position, which contains good augury for the future.

108. The proportion borne by the trade of each country to the total trade of the province for the last three years is as follows:—

| | 1916-17. | 1917-18. | 1918-19. |
|---|---|---|---|
| Tirah | 12 | 6 | 8 |
| Afghanistan | 52 | 50 | 51 |
| Dir, Swat and Bajaur | 24 | 37 | 30 |
| Buner | 1 | 1 | 1 |
| Waziristan | 6 | 3 | 5 |
| Kurram | 5 | 3 | 5 |
| | 100 | 100 | 100 |

The most interesting points in these figures are the improvement of trade with Tirah and the reversal of the positions of the countries where our chief customers are to be found, namely, Afghanistan and the large tract of trans-frontier territory included under the heading Dir, Swat and Bajaur; 37 years ago Afghanistan only held second place with about one-third of the total trade, whereas it now absorbs one-half.

**Tirah.**

109. The trade with Tirah shows considerable improvement in exports as well as in imports. In 1918-19 it rose to 85 lakhs, the highest figure recorded. The trade with this country is carried along three routes, but in 1918-19 more than half the trade passed along the Khyber route. Compared with the previous two years substantial increases in imports occurred under the heads dyeing materials, wood, timber and manufactured articles of merchandise. The reason for these increases must be mainly looked for in the favourable prices obtainable in India. The increase under provisions (ice) is apparently due to the non-registration of the trade under this head during the previous year. The trade in cordage and rope, hides of cattle, skins of sheep, goats and small animals, though better than in 1917-18, shows a decrease as compared with 1916-17, for which no special reasons are forthcoming.

110. In the case of exports during 1918-19 increases are noteworthy under the heads cotton (raw), twist and yarn (Indian), cotton piece-goods (European and Indian), wheat, oil and salt. The trade in most of these commodities fluctuates from year to year, over-buying in one year leading to a reduced demand in the next. Thus the increase in 1918-19 is ascribed to a larger demand in Tirah owing to the disposal of the previous year's stocks of these articles, but the great rise in prices undoubtedly at first contracted the market, which afterwards more or less adjusted itself to the new state of affairs.

**Afghanistan.**

111. Compared with the previous two years, imports from Afghanistan advanced in particular under the heads horses, ponies and mules, hides of cattle, skins of sheep and goats and small animals, leather (manufactured), *ghi*, spices, tobacco, wool (raw), wool (manufactured), piece-goods and shawls. Special conditions led to the increased import of horses and hides. The relaxation by the Amir of restrictions on the export of horses from Afghanistan accounts for the advance in the case of the former, while in the case of the latter it is traceable to the effect of the epidemic during the import season October to December 1918. Generally speaking, however, as explained in the last two annual reports, rises occurred in those commodities which were required in India for the prosecution of the war or realized high prices in India as a consequence of the war.

112. In exports the most prominent increases occurred in twist and yarn (European and Indian), cotton piece-goods (European and Indian), drugs (non-intoxicating), indigo, turmeric, leather (manufactured), iron, petroleum, oil, silk, spices, stationery, sugar (refined and unrefined), Indian tea, foreign tea, tobacco, and manufactured articles of merchandise. The increases in the value recorded in some cases have been caused by the abnormal rise in the prices of commodities; but for the most part they represent an actually greater exportation, which must be ascribed to the reduction of Afghan supplies from Russia, of which merchants interested in the Indian trade took full advantage. The more active trade in such articles of luxury as silk, stationery and manufactured goods generally points distinctly to an improving standard of living in

the country and a growing appreciation of European comforts. The fall in the export of salt was the result of the opening of salt works in Western Afghanistan.

**Dir, Swat and Bajaur.**

113. The total trade with Dir, Swat and Bajaur was 56 lakhs in 1916-17 and 136 lakhs in 1918-19. The extraordinary fall in 1916 was entirely the outcome of the blockade of Swat and Bajaur, but, though trade as a whole has shown considerable rallying power, it is still below the total which it attained some years ago. The upward movement should, however, now continue in proportion to the rate at which normal conditions are restored on both sides of the border. The most marked increases in imports fall under the following heads:—Dyeing materials, gram and pulse, wheat, other spring crops, oil, mustard and rape, spices, wool (raw), and unmanufactured articles of merchandise. The expansion under these heads as usual was chiefly the result of the high prices ruling down country. The rise under the head unmanufactured articles of merchandise requires special notice. It was due to the import of *kuth* from Dir, Swat and Bajaur *viâ* Balakot in large quantities. This root is a State monopoly in Kashmir, and is largely smuggled by the Kashmiris owing to the profits to be made by illicit dealings. The difference between the local price and the rates at Amritsar and Bombay was at one time as much as Rs. 140 a maund. Owing to the danger to the public peace occasioned by the volume of the trade, it has now been prohibited by the local Administration, and the import and transport of *kuth* is now only allowed under permit. The most noticeable increases in exports appear under cotton (raw), twist and yarn (Indian), piece-goods (Indian), turmeric, petroleum, saline substances, tobacco, and unmanufactured and manufactured articles of merchandise.

**Trade with other areas.**

114. Trade with Buner is recovering, but it is still only 4½ lakhs as compared with 9 lakhs in 1911. The trade in piece-goods shows a marked decline. Trade with Waziristan rose from 11½ lakhs in 1917-18 to 24½ lakhs. In South Waziristan the rise occurred entirely in imports. Considering the wholesale disorders on this border up to the middle of 1917 and the risks undergone by all traders, the manner in which trade has been maintained is surprising. Military requirements in British territory led to an increase in the import of timber, sheep and goats, while the export of country cloth was greatly stimulated by the restricted supply of Manchester goods. The trade with the Turis of the Kurram Valley calls for no particular comment.

**Tea.**

115. In 1918-19 the exports of Indian teas to foreign countries amounted to Rs. 8,07,000 against Rs. 4,39,000 in 1917-18 and Rs. 3,79 000 in 1916-17. Thus the trade has more than recovered the ground lost. The result is due, of course, to the disorganisation of the Russian trade across the Russo-Afghan frontier. The increase recorded is almost confined to Indian green tea, and is most marked in the trade with Afghanistan and Dir, Swat and Bajaur, the figures of which have advanced from Rs. 3,10,000 and Rs. 1,11,000 respectively in 1917-18 to Rs. 5,51,000 and Rs. 1,82.000 in 1918-19. Indian black tea, though the exports rose from Rs. 3,000 to Rs. 51,000, still occupies a more unimportant position than it should in the trade as a whole, and appears to be ousted without sufficient reason by foreign black tea. The value of this in 1918 rose to Rs. 3,15,405, and all of it was exported to Afghanistan.

**Treasure.**

116. The increase in imports from Rs. 3,54,500 in 1916-17 to Rs. 7,07,740 in 1918-19 is attributable to the fact that the use of Kabuli rupees by traders increased, as Russian notes, which were sent to Peshawar in lieu of Kabuli silver in payment for the cost of goods exported in 1916-17, afterwards became worthless and could not be employed for this purpose.

**Salt.**

117. The amount of salt exported rose to 230,800 maunds in 1917-18. In 1918-19 it fell, however, to 182,000 maunds. This falling off occurred chiefly in the trade with Dir, Swat and Bajaur, and was due to the serious dislocation of goods traffic on railways on account of the war, and also to the hostilities engaged in by the Nawab of Amb with neighbouring tribes, which caused local traders to be shy of investing their capital in the carriage of salt across the frontier.

### Joint Stock Companies.

[For further particulars see the Annual Report on the working of Joint Stock Companies in the North-West Frontier Province for the year ending 31st March 1919 and in the Statistics of British India, Volume I—Commercial Statistics.]

118. No new company was registered during the past year. At the end of last year there were only two companies limited by shares and carrying on business, but this number has been still further reduced by the decision of the Punjab Coal Company to transfer its head office to the Jhelum district of the Punjab. The remaining company has apparently increased its activities by raising its subscribed and paid-up capital. The continued scarcity of companies in this province cannot be put down solely to the financial stringency caused by the war. The province lies out of the tract of new commercial ideas; the old order has not changed, and the new has as yet not been tested by sufficient trial.

119. Of the four companies under liquidation at the end of last year only the Punjab Traders' Bank, Limited, has been finally wound up. Liquidators still pursue their tortuous ways with little or no regard to reminders issued to them, and some provision of law seems necessary to stimulate their energies.

120. The provisions of the Act regarding the registration of documents are on the whole satisfactorily carried out by the few companies and social clubs registered, with the one exception of the Risalpur Cavalry Club, which has not yet succeeded in accomplishing the registration of its balance-sheets from the year 1914 up to date.

121. As was mentioned in last year's report, owing to defects believed to exist in the financial position of the Union Relief Fund, Dera Ismail Khan, the only society on the books of this office under Act V of 1912, an inquiry was ordered by the Registrar as to the solvency of the Fund and the manner in which the Club's business was being conducted. The Actuary has now reported that, though the Fund was solvent, it would in all probability become insolvent from the serious defects in the scheme and in the system of business, and suggested that the Fund should not be maintained unless the company registered a new scheme based on sound actuarial principles. The registration of the Fund was consequently cancelled under Section 18 of the Act, and the promoters have been allowed to alter the rules in accordance with the proposals of the Actuary, and a revision of the scheme has been sent up by them for registration.

122. There are no Life Assurance Companies in the province, and no papers were filed by any private company.

## 8. Buildings and Roads.

[Further details will be found in the Provincial Report of the Public Works Department, Buildings and Roads Branch, for the year ending 31st March 1918.]

123. The total expenditure during the year was Rs. 17,01,143 (including Postal and Telegraph) as compared with Rs. 23,44,079 and Rs. 24,49,315 in the two previous years. This great falling off in civil expenditure was due to the large amount of urgent war works in hand. Total expenditure.

### Imperial Civil Works.

124. The outlay under this head (Posts and Telegraphs) was Rs. 6,434 as compared with Rs. 6,167 in the preceding year.

### Civil Works—Imperial and Special.

125. The expenditure under this head amounted to Rs. 16,94,709 as against Rs. 24,43,148 in 1917-18. Rs. 6,35,193 were spent in original works, Rs. 9,13,670 in repairs, and Rs. 1,23,480 in establishment charges.

126. The general project for the construction of new lines, ranges and fortified posts for the Frontier Constabulary throughout the province was continued. The posts at Kachai and Narai in Kohat were well advanced, and those at Taposi and Suliman Khel in Bannu and Hamzakot in Mardan Militia and Constabulary buildings.

were taken in hand. Lines and ranges were completed at Tank and were in progress at Hangu, as was also the post with horn-work and officers' quarters at Draban.

Work on the necessary accommodation for the Mohmand Militia at Shabkadr and elsewhere was also continued.

**Civil buildings.** 127. Under this head were included additions and alterations to the Tahsil buildings at Banda Daud Shah and to the Treasury guard building at Kohat, the construction of office and quarters for the Political Tahsildar at Shabkadr, and of courts for the Assistant Commissioner and Extra Assistant Commissioner at Tank and for the Assistant Commissioner at Mardan.

**Communications.** 128. A large number of roads and parts of roads were made over to the Military Works Service for maintenance, with effect from 1st April. Besides extensive repairs many roads were widened for military purposes and the width of metal increased. Steps were also taken to protect bridges and replace old timber bridges by new pukka structures. Civil rest-houses at Alizai and Thal were in course of construction.

**Educational buildings.** 129. Progress was made with the project of erecting a Training College with Principal's house and staff quarters at Peshawar.

**Police buildings.** 130. The construction of a first-class fortified Police Station at Mathra in Peshawar district was completed.

**Medical buildings.** 131. A beginning was made with an outdoor Civil Dispensary at Topi.

**Jail buildings.** 132. An isolation ward was constructed in the Abbottabad Jail.

## 8-A. Railways.

[Detailed information will be found in the Administration Report on Railways in India for the calendar year 1918.]

133. Approximately one-third of the work on the 2′ 6″ line of railway from Tank to Murtaza, a distance of 19·17 miles, was finished during the year ending 31st March 1919.

## 9. Irrigation.

[Further details will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1919 and in the Statistics of British India, Volume I—Commercial Statistics. See also the Land Revenue Report for 1917-18.]

134. *Lower Swat Canal.*—The area irrigated by this canal during the year was 161,026 acres as compared with an average of 164,074 acres for the three years ending 1918, and 169,979 acres in the preceding triennium. The area matured was 160,131 acres against 167,019 acres in 1917-18. The working of the canal resulted in a profit representing 10·03 per cent on the capital invested. Owing to the partial failure of the monsoon conditions for unirrigated crops were unfavourable. A low river, combined with the difficulty in heading up water at the Abazai weir, affected canal supplies. The stony gates which are to be fixed on the weir are still awaited from England. A considerable area on this canal south of Mardan has become affected by *khullar* due to waterlogging. Proposals for drainage are in hand, and an experiment to determine the best method of washing out the *khullar* from the soil is to be carried out.

135. *Kabul River Canal.*—On this canal the total area irrigated was 45,969 acres as compared with an average of 46,809 acres for the three years ending 1917-18, and of 46,186 acres in the previous triennium. The matured area was 40,978 acres against 46,889 acres in 1917-18. Working expenses amounted to Rs. 1,07,808. The year's operations resulted in a profit of 9·58 per cent on the capital invested as against a percentage of 7·47 in the previous year. The replacing of the steel tube syphon by a reinforced concrete pipe to take the Hazar Khani branch under the Chilla nullah was nearly completed during the year. The chief problem on this canal is the reclamation of large tracts of waterlogged country near Pabbi. Proposals are in hand to train the nullahs which generate in the Cherat hills and cross the tract. The work of remodelling this canal, begun in 1915, is nearing completion.

136. *Paharpur Canal.*—The area irrigated was 6,784 acres as compared with 24,966 acres in 1917-18, while the area assessed was 5,418 acres against 19,883 acres in the previous year. The decrease is due to the silting up of the Bilot creek at its head owing to changes in the flow of the river Indus. Realizations amounted to Rs. 38,369 against Rs. 55,782 in the previous year. Working expenses were high, amounting to Rs. 1,04,163, due to the work done for the prevention of breaches by flood water. The year's working resulted in a loss of 7·15 per cent as against 2·77 per cent in the previous year. The continual loss on this canal is due to two main causes, *viz.*, (*a*) the low water-rates charged; (*b*) the frequent breaching of the canal at the time of greatest demand in the summer. The strengthening of the right bank and consolidating by means of water lifted by *jhallars* was completed this year. Channels to lead water into the Bilot creek were made, but it is doubtful if this will ensure the opening up of the creek and the supply of sufficient water. The canal is not likely to be remunerative unless it can be extended and made perennial, as it is not possible to provide a weir at the river head, and the chances of improvement depend a great deal on the permanency or otherwise of the Bilot creek.

137. *Upper Swat Canal.*—The area irrigated during the year was 125,382 acres against 120,811 acres, and the area matured was 123,202 acres against 118,041 acres in the preceding year. Working expenses amounted to Rs. 473,952 and realizations to Rs. 4,72,457. The year's working resulted in a loss of 0·007 per cent. In the upper part of the canal there was a decrease of *rabi* irrigation in the year under report, partly due to the influenza epidemic, which had a serious effect on the agricultural population, and partly due to seasonable rains for late sowings. In the lower portion of the canal special efforts were made to develop irrigation which has increased to some extent. The additional training works in the river above the headworks have now been sanctioned, and as a consequence some reduction in the cost of providing temporary training works each year and the safeguarding of tribal interests in the Swat Valley is expected.

Northern India Canal and Drainage Act, VIII of 1873, and Punjab Minor Canals Act, III of 1913.

Private Canals.

138. The area irrigated by private canals was 454,627 acres as against 463,723 acres in 1916-17. In Peshawar a scheme to replace the temporary Dag bund of the Joi Sheikh canal by a reinforced concrete syphon was prepared during the year under report by the district Irrigation Department in consultation with the Executive Engineer of the Lower Swat River Canal. It is expected to cost Rs. 1,25,000, out of which Rs. 60,000 have been granted by Government, and the balance of Rs. 65,000 will be paid by the Canal Clearance Fund and the Joi Sheikh irrigators in equal shares. In Bannu, it is satisfactory to note, the old standing project of the Mama Khel canal received sanction, and the earthwork was started during the year. The area irrigated by private canals in Dera Ismail Khan district was 65,579 acres against 12,746 acres in the previous year. In this district there was a considerably increased expenditure on irrigation works as compared with previous years, but the balance in the Saddana Fund was still large. The irrigation system in Dera Ismail Khan is now being made the subject of expert inquiry in connection with the Gumal dam scheme.

CHAPTER V.

# REVENUE AND FINANCE.

[ Further details on the subjects dealt with in this chapter will be found in the Revenue Accounts of the Government of India for the financial year ending 31st March 1919 and in the Statistics of British India, Volume II—Financial Statistics.]

## 1. Gross Revenue and Expenditure.

139. The following statement compares the receipts, expenditure and closing balances under the various heads of revenue for 1917-18 and 1918-19 :—

| Heads. | Receipts. | | Expenditure. | | Closing balance. | |
|---|---|---|---|---|---|---|
| | 1917-18. | 1918-19. | 1917-18. | 1918-19. | 1917-18. | 1918-19. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Special Revenues | 61,55,381 | 66,78,655 | 66,81,484 | 66,78,655 | ... | ... |
| Local Funds | 14,12,977 | 16,58,228 | 13,80,002 | 15,42,715 | 7,50,183 | 8,65,755 |
| Municipal Funds | 16,02,958 | 17,02,715 | 18,56,664 | 16,08,838 | 10,44,329 | 11,38,205 |
| Total | 91,71,316 | 1,00,39,598 | 99,18,150 | 98,30,208 | 17,94,512 | 20,03,960 |

The following table shows in detail the receipts under the various heads of revenue in the year under report :—

| Major Heads. | Imperial. | Special. | Total. | Difference. + more — less than figures for 1917-18. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Land Revenue | ... | 22,65,067 | 22,65,067 | +59,060 |
| Opium | ... | 89,778 | 89,778 | +23,889 |
| Stamps | ... | 7,71,258 | 7,71,258 | +41,988 |
| Excise | ... | 5,78,525 | 5,78,525 | +1,46,474 |
| Provincial Rates | ... | 535 | 535 | —889 |
| Customs | ... | ... | ... | ... |
| Income-tax | 21,361 | 3,66,873 | 3,88,234 | +88,547 |
| Forest | ... | 3,81,322 | 3,81,322 | +43,611 |
| Registration | ... | 59,968 | 59,968 | +4,709 |
| Interest | 34,142 | ... | 34,142 | +4,402 |
| Law and Justice—Courts of Law | ... | 2,33,182 | 2,33,182 | +1,343 |
| Law and Justice—Jails | ... | 55,051 | 55,051 | +15,141 |
| Police | ... | 17,593 | 17,593 | —25,340 |
| Education | ... | 23,275 | 23,275 | —1,082 |
| Medical | ... | 768 | 768 | —127 |
| Sanitation | ... | ... | ... | ... |
| Agriculture | ... | 7,260 | 7,260 | —782 |
| Scientific, etc. | ... | 249 | 249 | +94 |
| Receipts in aid of Superannuation | ... | 30,290 | 30,290 | +4,108 |
| Stationery and Printing | ... | 15,889 | 15,889 | +2,007 |
| Miscellaneous | ... | 1,35,801 | 1,35,801 | —24,655 |
| Major Works | 8,70,498 | 5,01,040 | 13,71,538 | +1,04,179 |
| Minor Works | ... | ... | ... | ... |
| Civil Works | ... | 1,66,540 | 1,66,540 | —8,368 |
| Transfers between Imperial and Provincial. | 9,78,391 | 9,78,391 | ... | ... |
| Total | 52,390 | 66,78,655 | 66,26,265 | +4,78,309 |

The gross expenditure in detail, excluding expenditure of the Military, Railways, Post Office and Telegraph Departments and capital expenditure on canals, was as follows:—

| Major Heads. | Imperial. | Special. | Total. | Difference. +more--less than figures for 1917-18. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Refunds and Drawbacks | 17,466 | 17,467 | 34,933 | —11,581 |
| Assignments and Compensations | 9,883 | 9,884 | 19,767 | —2,099 |
| Land Revenue | 4,02,933 | 2,88,623 | 6,91,556 | —24,679 |
| Stamps | 14,475 | 14,474 | 28,949 | —2,527 |
| Excise | 8,469 | 8,469 | 16,938 | —640 |
| Income Tax | 605 | 606 | 1,211 | —225 |
| Forest | 1,03,678 | 1,03,679 | 2,07,357 | —53,482 |
| Registration | 7,456 | 7,456 | 14,912 | —1,834 |
| Interest on other obligations | 209 | ... | 209 | —3 |
| General Administration | 2,51,112 | 1,21,384 | 3,72,496 | —7,064 |
| Law and Justice—Courts of Law | 4,75,841 | 2,34,862 | 7,10,703 | —17,982 |
| Law and Justice—Jails | 1,68 505 | 1,68,505 | 3,37,010 | +4,589 |
| Police | 12,97,707 | 12,97,706 | 25,95,413 | —23,517 |
| Education | 3,50,001 | 3,50,000 | 7,00,001 | —1,06,319 |
| Ecclesiastical | 67,817 | ... | 67,817 | —6,500 |
| Medical | 82,443 | 66,689 | 1,49,132 | +3,740 |
| Sanitation | 85,892 | 85,891 | 1,71,783 | +53,337 |
| Political | 25,12,691 | 23,18,989 | 48,31,680 | —1,81,221 |
| Agriculture | 45,610 | 45,611 | 91,221 | —21,205 |
| Scientific, etc. | 11,416 | 11,415 | 22,831 | —11,353 |
| Territorial and Political Pensions | 77,775 | ... | 77,775 | —36,462 |
| Civil Furlough and Absentee Allowances. | ... | ... | ... | ... |
| Superannuation | 98,408 | 98,408 | 1,96,816 | —16,794 |
| Stationery and Printing | 65,293 | 65,293 | 1,30,586 | —23,150 |
| Miscellaneous | 29,295 | 29,295 | 58,590 | —16,170 |
| Major Works | 6,52,723 | 1,78,496 | 8,31,219 | +7,85,584 |
| Minor Works | 1,98,730 | 1,98,729 | 3,97,459 | —3,23,307 |
| Civil Works | 9,63,537 | 9,56,724 | 19,20,261 | +6,09,546 |
| TOTAL | 79,99,970 | 66,78,655 | 1,46,78,625 | +5,68,682 |

## 2. Land Revenue.

140. The Land Revenue Report for the year ending 30th September 1918 shows the following figures for collections, including those on account of previous years:—

| | Rs |
|---|---|
| Fixed Land Revenue | 18,92,352 |
| Fluctuating Land Revenue | 2,81,750 |
| Temporarily excluded from the rent roll | 16,718 |
| Other Land Revenue | 1,25,610 |
| Total | 23,16,430 |

## 3. Irrigation.

[ Further information will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1919.]

141. The total capital outlay (direct and indirect) invested up to the end of 1918-19 in Imperial canals classed as Productive Major Works was Rs. 2,72,92,459. Capital expenditure during the year totalled Rs. 14,898. The gross receipts (direct and indirect) from all sources, excluding refunds, were Rs. 13,71,175. Working expenses amounted to Rs. 8,85,637 and interest charges to Rs. 9,25,512. The result was a net loss of Rs. 4,39,974. This was due to the failure of supply in the Paharpur Canal and to low water rates and slow development of irrigation on the Upper Swat Canal. There are no Imperial canals classed as Productive Minor Works in this province.

## 4. Excise and Opium.

[ For further particulars see the Provincial Report on Excise Administration for the year ending 31st March 1919.]

General.

142. Since the adoption of the shop vend system in 1912-13 the excise revenue of the province has shown a steady increase, and in the year under report a further noticeable rise occurred over last year's figures, themselves the highest previously recorded. The gross receipts for the year under report were Rs. 5,78,832 against Rs. 4,32,034 in 1917-18, an advance of 34 per cent. The total excise revenue per head of population still amounts to only Re. 0-4-3, an average which is considerably less than that of the Punjab. The expenditure was nearly the same as last year, and represents only 2·97 per cent of the total gross revenue, exclusive of Rs. 5,37,721 credited in the Punjab and United Provinces as shown in Imperial Return I-A.

143. There has been no change in the sources of supply of excisable articles to this province. Rs. 5,37,721 were paid on account of duty on country spirit and Indian-made foreign liquors. Of this sum Rs. 5,01,357 were realised in the Punjab and Rs. 36,364 in the United Provinces. There were imports of spirits (rum) from the United Provinces for the troops. The arrangements for the sale of retail licenses proved unsatisfactory in the Kohat, Bannu and Dera Ismail Khan districts, and a strong body of opinion manifested itself in favour of the free competition system which was introduced last year in the Hazara district subject to the fixing of maximum retail prices. The main advantage of fixed maximum retail prices is generally considered to be the protection of the moderate consumer from excessive payment. The disadvantage lies in the inducement afforded to contractors to increase their sales by all possible methods. The pushing of sales was reported to have been attempted in Hazara during the year under report, though without marked effect, and in the circumstances it was decided after consideration of the whole case that free competition at auctions of liquor licenses without the regulation of retail prices should be adopted on trial in all districts in 1919-20.

144. Owing to the increase in the cost of manufacturing and bottling materials, distillers and bottlers generally raised wholesale prices. Retail vendors passed the increased cost on to consumers, and in their turn also charged higher prices. Considerable profits were made in retail shops during the year, and the auctions for 1919-20 fetched abnormally large fees. A further rise in prices may be expected, and it remains to be seen whether the avowed excise policy of highest taxation with lowest consumption will be achieved in this way without the appearance of other drawbacks.

Liquors.

145. The consumption of country spirit in 1918-19 amounted to 46,036 London proof gallons against 40,391 in the previous year. An increase occurred in all districts, and is ascribed to the demands of the additional regiments stationed there and the presence of recruiting parties. More important factors were the free circulation of money amongst traders, the high wages earned by labourers and the menial classes, and the restricted imports of foreign liquor, which encouraged the consumption of country liquor in spite of the higher prices charged for it.

146. The ratio of the consumption of spiced spirit to plain spirit has shown an upward tendency for some years past. Last year the sales of the two varieties attained equality, and during the year under report the sales of spiced spirit exceeded those of plain spirit by 1,224 gallons out of a total consumption of 46,036 gallons. The question of assimilating the rate of taxation on spiced spirit to that on Indian-made foreign spirit has remained in abeyance pending the result of action on these lines in the Punjab, where, however, opinion at present appears to be against change.

147. Convictions for drunkenness declined from 118 to 65. The most marked decrease occurred in Peshawar. Probable reasons are the grant of more passes for the possession of country spirit on special occasions in excess of the limit of retail vend and the closure of liquor shops on the occasions of the Holi and Dusehra festivals.

148. The sales of wines, imported spirits and Indian-made beer under shop and bazar retail licenses decreased, while the consumption of Indian-made spirits and imported beer increased, the fluctuations corresponding to those of wholesale vend. The high prices of imported wines and spirits and the short supply of beer from the Murree Brewery during the influenza period were responsible for the variations. It may here be noted that shop licenses are granted for the sale of superior brands at a reasonable profit for the convenience of the European population in cantonments and civil stations. It has come to notice, however, that the holders of these licenses have taken advantage of the situation to profiteer and charge exorbitant rates. Under the rules the fees for such licenses range from Rs. 200 to Rs. 1,000 a year, but not more than half the maximum fee is usually charged a licensee, and the amount once fixed is not altered for a long period. In future the amount of the fee will be determined by the amount of profit taken.

**Opium.**

149. The revenue from opium advanced from Rs. 1,74,482 to Rs. 2,47,444, or by 42 per cent. The enhancement of the issue price of excise opium from Rs. 27-8-0 to Rs. 32-8-0, as well as an expansion in sales, explain the increase. Excise opium has now gained a monopoly in the province, and no opium from beyond the border was imported during the year by the wholesale vendors. Neither was any exported to the Punjab. It can now be said with much greater certainty than before that the figures of sales represent actual consumption, since the taste for the Afghan smuggled product has disappeared. Still the possibility of its revival is not remote. Under the free competition system adopted for the disposal of licenses in 1919-20 very high bids for shops have been made, and retailers have consequently raised their rates. It is already reported that drug-takers living close to the frontier, who have opportunities for getting opium illicitly, have begun to mix excise with a small proportion of Afghan opium. Large quantities of Afghan opium were again seized in Bengal, despatched mostly in parcels by railway from stations beyond Delhi. The names written on the parcels showed that both the consignors and consignees were down-country residents, but the drug was undoubtedly carried through the North-West Frontier Province. Pathans of Independent territory are said to make over the opium to agents of the Calcutta smugglers in the United Provinces, who in their turn send it on to Calcutta.

The incidence of taxation by duty and vend fees has risen gradually from Rs. 18·02 in 1916-17 to Rs. 29·46 per seer in 1917-18 and to Rs. 35·80 in 1918-19, due to the large increase in license fees.

**Charas and Bhang.**

150. The causes which stimulated the sales of liquors and opium should have also tended to an expansion in the dealing in charas but for extensive smuggling. The legitimate sale of the drug remained almost the same as last year, being Rs. 3,802 against Rs. 3,742. The rise of Rs. 21,033 in the income from duty is solely accounted for by the enhancement of the rate from Rs. 14 to Rs. 18 a seer.

**Cocaine.**

151. The sales amounted to 3 oz. 121 grains against 1 oz. 265 grains in 1917-18. It cannot be said that there was any abatement in the illicit use of the drug, though only a small quantity was seized in one case, in which the accused was fined Rs. 300, as he proved to be a carrier and not a principal. The immunity enjoyed by smugglers points rather to the need of greater activity and closer co-operation on the part of Excise and Police officers with a view especially to the conviction of the men who finance the illicit trade. The price of contraband cocaine in Peshawar City was well over a rupee per grain.

## 5. Salt Revenue.

[ Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1919.]

152. The receipts of the Kohat Salt Mines division for the year 1918-19 on account of excise duty on sales was Rs. 8,32,191 as compared with Rs. 6,36,731 in the year 1917-18. The total charges, exclusive of treaty payments, amounted to Rs. 10,103 more than in the previous year. This gave a ratio of charges to receipts of 12·03 per cent as against 14·14 in 1917-18. No change was made in the excise duty on salt during the year under report.

## 6. Stamp Revenue.

[Further details are given in the Provincial Note on the Stamp Returns for the year ending 31st March 1919.]

153. The total receipts under the Court Fees and Stamp Acts in 1918-19 were Rs. 7,63,865, and exceeded those of 1917-18 by Rs. 41,797. Net receipts advanced from Rs. 6,80,236 to Rs. 7,30,572. Expenditure rose from Rs. 32,832 to Rs. 33,293. Sales of Judicial stamps rose from Rs. 4,54,878 to Rs. 4,61,380, the increase being due entirely to the income from Court-fee stamps, which in the Peshawar district alone is over two lakhs, very nearly equal to the income from all the other four districts. Receipts from the sale of non-Judicial stamps rose from Rs. 2,71,534 to Rs. 3,08,558, and the Peshawar receipts more than equal those of the other four districts. It is noticeable that merely all the receipts are on account of impressed stamps, which include salt and customs bondsand bills of lading.

154. Four hundred and fifty-one cases of insufficiently stamped documents were dealt with in Hazara, and Rs. 2,910 were realized in duty and penalties. In Peshawar there were only 8 such cases, and the duty and penalties amounted to Rs. 44. Unfortunately no explanation of this extraordinary difference between the two districts has been offered, and it may be ascribed either to more careful scrutiny of documents in Hazara or to more conscientious working on the part of the stamp-vendors in Peshawar.

## 7. Income Tax.

[Further details will be found in the Provincial Note on the Income Tax Returns for the year ending 31st March 1919.]

155. The new Act (VII of 1918) which came into force on 1st April 1918 was reported to be working satisfactorily, and Collectors experienced no marked difficulties in its administration, though a good deal of extra work was of course occasioned by its introduction. A clearer idea as to its working will be obtained next year. It is reported, however, that the forms prescribed by the new rules under the Act have owing to their complexity caused apprehension among the assessees in some districts. The annual returns during the year were altered and reduced in number under the orders of the Government of India with the object of confining statistics to the minimun absolutely necessary.

156. The total number of persons assessed to income tax under Sections 18 and 30 of the Act during the year was 3,512, and the collections on this account amounted to Rs. 3,26,849. No refunds were granted under Section 37, but under Section 26 refunds amounting to Rs. 3,317 were allowed in consequence of the rectification of mistakes and on other grounds. The total net collections during the year aggregated Rs. 3,54,269 against Rs. 2,80,496 in 1917-18. This increase was shared by all the districts except Kohat, where, however, the decrease was only trifling.

## 8. Forest Revenue.

[Further details will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1919.]

157. The revenue and expenditure for the year ending 30th June 1919 is shown in the following table :—

| Revenue. | Amount. Rs. | Percentage of revenue. |
|---|---|---|
| I.—Major produce, including drift | 3,87,878 | 94·25 |
| II.—Minor produce | 7,641 | 1·85 |
| III.—Other heads | 15,987 | 3·90 |
| Total | 4,11,506 | ... |

| Expenditure. | Amount, Rs. | Percentage of expenditure. |
|---|---|---|
| A.—Conservancy and Works | 1,70,269 | 73·45 |
| B.—Establishments | 61,524 | 26·55 |
| Total | 2,31,793 | ... |

| | Amount. Rs. | Percentage of gross revenue. |
|---|---|---|
| Surplus | 1,79,713 | 43·67 |

158. The year produced a record revenue of over Rs. 4 lakhs, and showed an increase of Rs. 75,236 over last year's figures, and of Rs. 1,58,170 over the quinquennial average. The increase is mainly due to a still further rise in the price of timber, coupled with earlier realizations of revenue from sales of standing trees in Thandiani Range, which thus brought in revenue which would ordinarily have to be included in next year's accounts, and the sale of a large number of deteriorating deodar in Dungagali Range. Expenditure shows an increase of Rs. 72,311 over last year's figures, and is due to the development of work by departmental agency. While the further increase in revenue is in itself satisfactory, it is worthy of note that had not Government still been bound in Kagan and Siran Ranges by 5-year contracts at fixed royalties which were agreed to before the war, there would undoubtedly have been a far larger revenue from timber, since the market price of timber has recently risen disproportionately to the rise in the cost of its extraction. On the other hand there is every reason to anticipate a greater gross revenue from timber from the use of departmental agency, which saves to Government the profits that go to purchasers of standing trees. The net result of the year's work, taking into consideration variation in the value of stock and outstandings, is Rs. 2,14,997 as compared with Rs. 2,64,282 last year, as shown below :—

| | Rs. | Rs. |
|---|---|---|
| Cash surplus . . . . . | ... | 1,79,713 |
| *Add*—Increase in outstandings against contractors and disbursers . . . . . | 18,273 | |
| Increase in value of stock . . . . | 80,688 | |
| Increase in value of live and dead stock . . | 13,675 | |
| | 1,12,736 | |
| *Deduct*—Decrease in outstandings of revenue . | 77,452 | |
| | | 35,284 |
| Total . ... | | 2,14,997 |

## 9. Local Funds.

159. The total transactions of the District Funds are shown below :— District Funds.

| — | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total . . | 3,29,494 15 8 | 7,72,577 4 8 | 11,02,072 4 4 | 7,39,301 13 3 | 3,62,770 7 1 |

The actual total receipts amounted to Rs. 7,72,577-4-8 as compared with Rs. 6,46,443-5-11 during the previous year while the total payments amounted to Rs. 7,39,301-13-3 as compared with Rs. 6,61,059-0-9 during the last year. Cantonment Funds.

160. There are nine such funds. Their total transactions, as compared with those of the previous year, are shown in the subjoined statement :—

| — | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total, 1918-19 | 1,69,714 10 8 | 6,44,584 8 4 | 8,14,299 3 0 | 5,29,110 3 9 | 2,85,188 15 3 |
| Total, 1917-18. | 1,28,643 1 1 | 5,37,616 1 8 | 6,66,259 2 9 | 4,96,544 8 1 | 1,69,714 10 8 |

Cantonment General Hospital Funds.

161. There are three such funds, and their total transactions, as compared with those of the previous year, are shown below :—

| — | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total, 1918-19. | 184 1 4 | 16,522 0 10 | 16,706 2 2 | 16,557 4 1 | 148 14 1 |
| Total, 1917-18 | 128 6 0 | 15,405 8 11 | 15,533 14 11 | 15,349 13 7 | 184 1 4 |

Town and Bazar Funds.

162. The Hill Location and Sanitary Fund in the Hazara District and the Parachinar Bazar Fund in the Kurram District are the only funds under this head. The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of Fund. | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Hill Location and Sanitary Fund— | | | | | |
| 1917-18 . . . | 3,005 14 10 | 764 11 6 | 3,770 10 4 | 689 1 4 | 3,081 9 0 |
| 1918-19 . . . | 3,081 9 0 | 997 2 9 | 4,078 11 9 | 2,709 5 7 | 1,369 6 2 |
| Parachinar Bazar Fund— | | | | | |
| 1917-18 . . . | 4,685 9 10 | 15,848 11 4 | 20,534 5 2 | 17,782 13 3 | 2,751 7 11 |
| 1918-19 . . . | 2,751 7 11 | 19,930 5 5 | 22,681 13 4 | 18,456 15 0 | 4,224 14 4 |

Medical and Charitable Funds.

163. The Lady Minto Swat Hospital Fund in Dir Swat is the only fund of this description. The income of the fund is derived from the rent of shops and is utilised in the maintenance of the male and female hospital. The receipts and payments of the fund during the year under report amounted to Rs. 10,251-14-6 and Rs. 10,191-10-11 respectively. The fund closed with a balance of Rs. 6,148-6-4.

Police Funds.

164. These are branches of the Police Remount Fund under the control of the Inspector-General of Police. Their total transactions are shown in subjoined statement :—

| — | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total (1918-19) | 4,315 8 10 | 7,204 11 1 | 11,50 3 11 | 8,077 10 0 | 3,442 9 11 |
| Total (1917-18) | 2,522 9 10 | 7,285 0 0 | 9,807 9 10 | 5,492 1 0 | 4,315 8 10 |

Minus balances are permissible in the case of some of these funds, as all the individual balances of the several constituting funds are taken together and treated as one provincial balance.

165. These funds, known as the Canal Clearance Funds, exist in two districts. Their total transactions are shown below :— **Public Works Funds.**

| — | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total (1918-19) | 1,35,962 6 1 | 1,14,316 4 2 | 2,50,278 10 3 | 1,47,652 4 9 | 1,02,626 5 6 |
| Total (1917-18) | 1,31,530 2 8 | 1,15,480 8 11 | 2,47,019 11 7 | 1,11,057 5 6 | 1,35,962 6 1 |

The Peshawar receipts are more than double those of Bannu.

166. The nature of this fund was explained in the report for the year 1902-03. The sum of Rs. 37,000 on account of the surplus balance of the Agror Estates has been invested in Government Promissory Notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund. The opening balance of the fund was Rs. 291-0-5, the receipts during the year amounted to Rs. 1,291-12-4 as in the previous year, and the payment to Rs. 1,212-0-0 against Rs. 1,000-11-11. The fund closed with a balance of Rs. 370-12-9. **Agror Accumulation Fund.**

167. This fund exists only in the Dera Ismail Khan district. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0. **Famine Fund.**

168. This fund exists only in the Hazara district and was started in 1906-07. There were no transactions during the year. It opened and closed with a balance of Rs. 2. **Chowkidari Clothing Fund.**

169. This fund exists in the Dera Ismail Khan district, and was sanctioned in the year 1906-07. The opening balance was Rs. 98,175-2-6. It closed with a balance of Rs. 99,283-4-1. In the previous year receipts and payments amounted to Rs. 63,267-3-2 and Rs. 63,085-7-6 respectively. **Saddana or Embankment Fund.**

170. Under this category are included the funds both of Municipalities proper and of Notified Areas. There are altogether six Municipalities and eight Notified Areas. Their total transactions are as noted below :— **Municipal Funds.**

| — | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs A. P. | Rs. A. P. | Rs. A. P. |
| Municipalities . | 9,74,847 1 8 | 15,82,542 10 3 | 25,57,389 11 11 | 15,10,122 12 11 | 10,47,266 15 0 |
| Notified Areas . | 69,481 9 0 | 1,20,172 0 7 | 1,89,653 9 7 | 98,715 13 0 | 90,937 12 7 |
| Grand Total, 1918-19. . | 10,44,328 10 8 | 17,02,714 10 10 | 27,47,043 5 6 | 16,08,838 9 11 | 11,38,204 11 7 |
| Grand Total, 1917-18 . | 12,98,035 6 3 | 16,02,957 10 3 | 29,00,993 0 6 | 18,56,664 5 0 | 10,44,328 10 8 |

All the Municipalities and Notified Areas bank with Government treasuries. Their accounts opened and closed with credit balances during the year under report.

CHAPTER VI.

# VITAL STATISTICS AND MEDICAL SERVICE.

[For further information on the subjects dealt with in this chapter see the Statistics of British India, Volume III—Public Health.]

## 1. Detail of Census.

(*Vide* pages 55-60 of the Provincial Administration Report for 1911-12.)

## 2. Births and Deaths.

[For further details see the Provincial Sanitary Administration Report for the year ending 31st December 1918.]

171. The year was rendered memorable by the deadly outbreak of influenza during the concluding months. Owing to the tremendous mortality from this disease the vital statistics present most abnormal features. The number of deaths from influenza alone, 93,831, far exceeded the total number of deaths from all causes, 61,162, in the preceding year. The birth rate sank to 30·58 per *mille*, the lowest figure recorded for the last 5 years. It is noticeable that the birth rate in all the provinces of India was less than in 1917, and in the North-West Frontier Province it was lowest of all. The death rate rose from under 30 per *mille* in 1917 to 70·3.

172. The excess of recorded births over recorded deaths had dropped during 1912-1917 from 27,904 to 4,387. If the deaths from influenza in 1918 are excluded, there was an excess of births over deaths amounting to 12,746. Previous to the outbreak of the epidemic the year bade fair to be a very healthy one. Reported cases of cholera and small-pox were few, but plague cases increased from 23 to 412 with 334 deaths, of which 266 cases with 237 deaths (172 of females) occurred in Nowshera Kalan.

173. The total number of births registered during 1918 was 62,421, a decrease of 3,128 on the figures of 1917. The proportion of recorded male to female births was 122 to 100, and is attributed to greater care being taken to register male births. The decrease in the birth rate is due in part to inaccurate registration, as is shown in the preponderance of recorded male births, and also to the dearness of provisions. Influenza was particularly fatal to puerperal women, but the absence of a large number of the young male population is not considered to have affected the birth rate noticeably. The returns of both births and deaths were checked from time to time by the Vaccinating staff, and the percentage of omissions was 9·9 and 5·5 respectively.

174. The number of deaths registered in 1918 was 143,506, an increase of 82,344. Of these 134,176 were classified as due to fever, under which head come the influenza deaths, 93,831. In normal years the mortality per *mille* is equal in both sexes, but in 1918 the figures for females were higher by ·5 per cent, confirming what had been reported by various Civil Surgeons that the female population was more affected by influenza.

175. Usually the mortality amongst Hindus is higher than among the Muhammadan population, but in 1918 the ratios per *mille* are 64·1 for Hindus and 71·3 for Muhammadans. The reason for this change is that the Hindus, being wealthier and of more cleanly habits, were not so severely affected by influenza.

176. Contrary again to the usual figures, mortality in rural areas was heavier than in towns, and though the rate per thousand varied enormously in different towns, it was in all cases lower than in the surrounding villages. Influenza again is the cause of this departure from the normal. It took long for the villages to obtain medical assistance and advice, and agriculturists continued to perform their work in the earlier stages of the disease, frequently with fatal results.

177. The number of deaths under one year of age per thousand born rose from 194 to 234, and the increase is common to the whole of India. Indeed the figures for the North-West Frontier Province compare favourably with those of many of the other provinces. Deaths that were not due directly to influenza were due indirectly to the incidence of that disease on mothers and the female population generally. The death rate per *mille* under five years was 93·3 as against 73 in 1917. Infantile mortality.

178. As already remarked, the province was fairly free from cholera and small-pox, though plague rather increased in one particular area. There were two distinct outbreaks of influenza, the first in July and August, mild in type, with low mortality. The subsequent outbreak in October is attributed to fresh infection. Once it had gained a footing it spread widely, *e.g.*, a big gang of labourers near Tank became affected, and all deserted. In the Bannu district three distinct groups of deserters could be traced, who in their efforts to fly from the disease infected the villages through which they passsd. Infection takes place by personal contact and through infected dust. 1918 was abnormally dry from May to November, and there was an immediate decrease in the cases in Peshawar City after the rain of 31st October and 1st November. Chief diseases.

179. The estimated mortality in trans-frontier Agencies was 55,000. The figures, of course, are merely guess work, and the returns of the Frontier Militias do not afford much help, since the Militia sepoys, crowded together in what were often insanitary barracks and outposts and unable to obtain adequate nursing owing to the extra demand upon those who remained fit for military duty, offered a fertile field for the spread of the disease. In Wana, where defects in the barracks were most marked among the Southern Waziristan Militia, the high figure of 926·7 influenza cases per thousand men was reached.

## 3. Sanitation.

[Further details will be found in the Provincial Sanitary Administration Report for the year ending 31st December 1918.]

180. Out of a normal staff of six, exclusive of the Deputy Sanitary Commissioner, only two appointments were held by whole-time officers—a 3rd grade Health Officer in Peshawar and a Sub-Assistant Surgeon at Bannu. Other appointments were held by Sub-Assistant Surgeons in addition to their own duties. It was not found possible to fill the posts of Medical Inspectors of Schools.

181. The usual Government grant-in-aid of one lakh of rupees was allotted as follows:—Rs. 50,000 to Dera Ismail Khan Municipal Committee for improvement of works and drainage, Rs. 23,200 to Peshawar Municipal Committee for the purchase of a motor watering cart, Rs. 15,000 for drainage in Abbottabad and Hazara district, Rs. 1,800 to Nowshera Kalan for drainage in connection with the plague epidemic, and Rs. 10,000 to Kohat Municipal Committee for paving and drainage.

182. Expenditure by Local Bodies on sanitation, etc., was hopelessly inadequate. Out of a total District Board income of Rs. 8,32,633, only Rs. 904 was expended on conservancy despite the notorious condition of the villages of the province.

## 4. Medical Relief.

[Further details will be found in the Provincial Report on Dispensaries for the year ending 31st December 1918.]

183. Before the war, in 1914, the number of dispensaries of all classes open in the province was 87, but as a result of the continual military demand since then for medical *personnel*, the number had fallen to 83 by the close of 1918. The decrease was confined almost entirely to itinerant dispensaries. In the year 1918 itself four travelling dispensaries had to be closed, including two working in the Tank and Paroa areas of the Dera Ismail Khan district, which had only been started during the year. In addition two canal (departmental) dispensaries at Shewa and Katlang in the Peshawar district were closed, as there was insufficient staff to maintain them. No new construction General.

was undertaken during the year, but the two new District Board dispensaries at Swabi and Tangi in the Peshawar district, which were under construction in 1917, were completed.

**Attendance and accommodation.**

184. The number of out-patients decreased by 113,516 to 717,863. The decrease was due partly to a decline in attendances, amounting to 78,871, for malaria, and partly to the fact that 4 fewer dispensaries were working during the year. The severe attack of influenza also prevented people from going to hospitals, while it took toll of a large percentage of unfit subjects who would in the normal course have presented themselves for treatment for other diseases. The number of in-patients in public hospitals continued to decline. Their total number was 11,314, a decrease of 1,336, or 10·56 per cent, as compared with 1917, the daily average declining from 435 to 394, or 9·42 per cent; considerably more than half of the beds remained unoccupied. These figures speak for themselves, and evidently at present it is useless for District Boards to embark on ambitious schemes of accommodation for in-patients at dispensaries in rural tracts. There was a satisfactory increase in the number which were brought to hospital of abnormal midwifery cases.

**Statistics of diseases and surgery.**

185. The following abstract shows the number of cases of the more important diseases treated during the year as compared with 1917 :—

| | 1918. | 1917. |
|---|---|---|
| Cholera | 11 | ... |
| Dysentery | 10,807 | 13,912 |
| Enteric fever | 15 | 171 |
| Malaria | 1,53,695 | 2,34,081 |
| Plague | 98 | 5 |
| Pneumonia | 1,695 | 1,557 |
| Rheumatic fever and rheumatism | 10,824 | 12,515 |
| Small-pox | 18 | 18 |
| Syphilis | 2,811 | 2,693 |
| Tubercle of the lung | 449 | 676 |
| Other tubercular diseases | 510 | 699 |
| Diseases of the eye | 93,810 | 1,06,697 |
| Dyspepsia | 31,564 | 38,743 |
| Diarrhoea | 11,283 | 10,218 |
| All other diseases of the digestive system | 75,956 | 84,494 |

35,347 surgical operations of all kinds were performed, of which 30,794 were on out-patients. The number of selected operations was 3,457. These figures include 19,177 cases of extraction of teeth and 8,281 cases of incision and drainage of abscesses.

**Financial.**

186. The total income of the year, exclusive of the opening balance, was Rs. 2,07,846, and the total expenditure practically the same, namely, Rs. 2,07,884. Receipts were Rs. 13,188 higher than in 1917, but expenditure was also higher owing to the continued rise in the cost of medicine and foodstuffs. "Miscellaneous Receipts" (Rs. 14,116) increased by Rs. 4,009, and included an item of Rs. 900 from Chitral. Subscriptions rose by Rs. 3,406 to Rs. 9,258, Indian subscriptions again increasing and amounting to 57 per cent of the whole. The expenditure borne by Local Bodies was Rs. 1,08,835, an increase of Rs. 11,377 on the previous year's figures. The average cost of medical relief for both in-patients and out-patients was approximately $3\frac{1}{2}$ annas per head.

**Medical relief in Agencies.**

187. The Agencies shared in the general decrease of attendances of both in-door and out-door patients. The former declined by 1,336 to 11,314 and the latter from 136,623 to 119,241. On the whole the decrease in in-patients was small, but it was very marked in the Tochi and Wana Agencies, where the numbers fell from 208 and 57 to 107 and 17 respectively. In the Wana Agency the decrease was due to malaria having been much less prevalent. In the Tochi the Military Medical Officer holding collateral charge of the Civil Surgeoncy was able to give little time to civil work, and the Civil Dispensary at Miranshah was closed for three months. The health of the troops was especially poor in this Agency and in Wana greatly owing to overcrowding in the forts; the fort at Miranshah, though built for 500 only, contained a garrison of over 1,000. Civil work in the Kurram continued to flourish. The X-ray

apparatus was much in use, and in the laboratory over 1,000 blood examinations were made. The dispensaries in the Malakand Agency also continued to do well. Less malaria caused the number of out-door attendances to decrease by 5,000, but the number of in-door patients remained the same. The Minto Hospital, Malakand, and the Chakdara Dispensary dealt with 16,864 and 18,647 patients of both classes respectively. The local tribsemen, who were continually at war with each other, showed their appreciation of these two institutions by bringing their wounded to them to be treated.

## 5. Vaccination.

[Further details are given in the Provincial Report on Vaccination for the year ending 31st March 1918.]

188. The total number of vaccinations during the year 1918-19 was only 116,803, a decrease of 13,258 on the figures of the previous year, which in their turn were the smallest in any year of the preceding five. The decrease was attributable to the influenza outbreak in the third quarter of the year. Of the total number of operations, 98,571 were primary and 18,052 re-vaccinations, representing a decrease of 15,837 in primary and an increase of 2,579 in secondary operations as compared with 1917-18. The increase in the latter figure was due to small-pox being epidemic in the Peshawar and Dera Ismail Khan districts. In the Agencies and the Sherani country the number of persons vaccinated was 12,807, an increase of 3,496. It is reported that the trans-border tribes evince no prejudice against vaccination, but cannot readily be made to understand the value of re-vaccination. The percentage of successful operations in primary vaccinations was 99·12 and in re-vaccinations 93·68. The high percentage of successes in primary vaccination is particularly noteworthy. The rate of successful vaccinations per 1,000 of the population was 38·82 as against 42·46 in the year previous. The death rate for small-pox was ·08 per *mille*, a return to the 1916-17 figures, as against ·03 for 1917-18. **Vaccinations.**

189. The cost of the Department amounted to Rs. 16,041, an increase of Rs. 282. The average cost of each successful operation was Rs. 0-2-4, an increase of 4 pies per case. **Expenditure.**

190. Throughout the year chloroformed glycerinated lymph from the Punjab Vaccine Institute, Lahore, was used, and again gave good results. **Lymph.**

# CHAPTER VII.

# INSTRUCTION.

## I. General system of Instruction.

[The system of Public Instruction is described in the Administration Report for 1917-18. Fuller information will be found in the Report on Public Instruction for the year 1918-19.]

## II. Education.

[Further details will be found in the Provincial Report on Public Instruction for the year ending 31st March 1919.]

Number of Institutions and Scholars.

191. The following tables show the number of educational institutions for boys and girls in the Province in the years 1917-18 and 1918-19 :—

*Boys' Schools and Colleges.*

| Class of institution. | Number of institutions. | | Increase or Decrease. | Number of scholars. | | Increase or Decrease. |
|---|---|---|---|---|---|---|
| | 1917-18. | 1918-19. | | 1917-18. | 1918-19. | |
| Arts Colleges . . . | 2 | 2 | ... | 188 | 179 | −9 |
| Training College (Normal School) | 2 | 2 | ... | 74 | 68 | −6 |
| High Schools . . . | 17 | 17 | ... | 5,522 | 5,672 | +150 |
| Middle Schools . . . | 34 | 37 | +3 | 7,201 | 7,652 | +451 |
| Primary Schools . . . | 582 | 618 | +36 | 24,841 | 25,398 | +557 |
| Private Schools . . . | 308 | 297 | −11 | 3,926 | 4,968 | +1,042 |
| Total . . | 945 | 973 | +28 | 41,752 | 43,937 | +2,185 |

*Girls' Schools.*

| | | | | | | |
|---|---|---|---|---|---|---|
| Middle Schools . . . | 4 | 3 | −1 | 738 | 623 | −115 |
| Primary Schools . . . | 44 | 47 | +3 | 2,661 | 3,045 | +284 |
| Private Schools . . . | 22 | 39 | +17 | 983 | 755 | −228 |
| Total . . | 70 | 89 | +19 | 4,382 | 4,423 | +41 |

The above tables show that there was a total increase of 47 institutions and of 2,226 scholars in attendance. There has been an increase all round in the institutions for boys save in the Training College and Normal School and in private schools. In all kinds of institutions for girls all round increase is noticed, save for the reduction of one Middle School. No satisfactory reasons can be alleged for the decrease in the number of private institutions for boys and for the increase in the number of such institutions for girls, or for the decrease in the number of scholars in attendance, as these schools are not open to departmental inspection, and it is impossible to check their returns, which fluctuate considerably from year to year.

192. The expenditure on education in the years 1917-18 and 1918-19 is shown in the following table :—

*Expenditure.*

| | Expenditure. | | Percentages of total expenditure in | |
|---|---|---|---|---|
| | 1917-18. | 1918-19. | 1917-18. | 1918-19. |
| | Rs. | Rs. | | |
| Provincial | 5,69,973 | 6,18,236 | 59·6 | 63·6 |
| District Funds | 83,855 | 63,316 | 8·8 | 6·5 |
| Municipal Funds | 69,620 | 76,628 | 7·3 | 7·9 |
| Fees | 1,21,025 | 1,12,115 | 12·7 | 11·5 |
| Other sources | 1,10,704 | 1,02,471 | 11·6 | 10·5 |
| Total | 9,55,177 | 9,72,766 | 100 | 100 |

The total expenditure on education increased from Rs. 9,55,177 to Rs. 9,72,766. The increase took place entirely in direct expenditure, and is mainly due to a grant of Rs. 48,000 received in the course of the year from the Government of India. This grant was spent largely on vernacular education and on contributions to Local Bodies for building purposes. The decrease in expenditure by District Boards is due to the fact that none of the District Boards spent up to the budget provision. The expenditure of Municipalities approximated fairly closely to the budget provision in the majority of cases, and in some cases the Budget Estimates were exceeded.

193. The number of Colleges remained the same as in the previous year. The number of students in attendance declined from 188 to 179. The examination results compare unfavourably with those of the previous year, as shown in the following table :— **Arts Colleges.**

| Year. | B. A. Examination. | | F. A. Examination. | |
|---|---|---|---|---|
| | Number of candidates. | Number passed. | Number of candidates. | Number passed. |
| 1917-18 | 43 | 35 | 52 | 39 |
| 1918-19 | 33 | 14 | 47 | 25 |

In addition 1 out of 8 candidates was successful in the First Science Examination.

194. The number of Secondary Schools rose from 51 to 54 and the number of pupils from 12,723 to 13,324. The number of teachers possessing teaching diplomas increased from 280 to 307, the total staff aggregating 433 as compared with 393 in the previous year. The number of teachers employed in Vernacular Middle Schools rose from 192 to 212, 163 being certificated as compared with 139 in the previous year. The results of the School Final Examination were again highly creditable, 112 out of 142 candidates being successful as compared with 123 out of 163 in the year 1917-18. The Matriculation Examination results were not satisfactory, 106 out of 199 candidates being **Secondary Schools for boys.**

successful as compared with 92 out of 179 in the year 1917-18. In the Vernacular Middle Examination 107 candidates were successful out of 208. In the previous year 117 out of 191 passed.

Primary Schools for boys.

195. The number of Primary Schools for boys increased by 36. The increase is due to the opening of new schools by means of the Imperial grant of Rs. 48,000. The number of scholars in attendance rose from 24,841 to 25,298. The percentage of trained teachers declined from 46·6 to 44·2. This decline may be a temporary phenomenon, due partly to the extension of the field of employment and to the consequent enhancement of wages which the war has brought in its train, and partly to the virulence of the influenza epidemic which carried off a certain number of teachers. But there is no doubt that if the number of trained teachers is to increase, their pay will have to be made more attractive.

Training Institutions.

196. The number of students in the Training College (as distinguished from the Normal School, which is attached to it) declined from 15 to 12, the full number of stipends for the Junior Anglo-Vernacular course not having been taken up. In the Junior Anglo-Vernacular Certificate Examination the 6 candidates who were presented were successful. The number of students in the Normal School decreased from 59 to 56 owing to deaths and dismissals. Of the 56 students of the Normal School who presented themselves for the Junior Vernacular Certificate Examination, 53 were successful. The Training College and Normal School occupied the same buildings as in the previous years pending the construction of a new building outside Peshawar. Building operations were commenced in the year under report.

Girls' Schools.

197. The number of Middle Schools for girls declined from 3 to 2 owing to the closure of a Middle School with 115 pupils in Peshawar, but the number of Primary Schools increased from 44 to 47, and the attendance rose from 2,661 to 3,045.

Education in the Agencies.

198. In the Kurram Agency the number of public schools remained the same as last year, namely 12, but the number of pupils increased by 83. The number of public schools in the Tochi Agency remained at 7, the number of pupils in attendance rising from 277 to 294. Private schools in the Agency increased from 23 to 43, with a rise in attendance from 379 to 781. No reliance, however, can be placed on the statistics for private institutions. The Sherani Country contained one school in which the attendance rose from 18 to 30. The number of schools in the Khyber Agency remained the same, namely 5. The attendance in this Agency declined from 85 to 82. The number of public schools in the Malakand Agency increased by 2, with a rise in the number of pupils from 319 to 342. Sixty-two boys from trans-frontier areas attended the Islamia Collegiate School. Of these 18 were Afridis, 9 Mahsuds, 6 Chitralis, 16 Swatis, 3 Tochis, 5 Tanaolis, and 5 came from the Kurram Agency.

## 3. Literature and the Press.

Books.

199. Only one book was published in the province during the year 1918-1919, and that in Urdu.

### Press.

Newspapers.

200. The only newspaper published during 1918 was the "Peshawar Daily News" in English and Urdu with a total circulation of about 1,150 copies.

Executive action.

201. No declaration for opening a press was filed during the year, and no executive action was taken against any newspaper or other publication. The number of presses at work remained the same, *viz.* 21.

## 4. Literary Societies.

202. There are no Literary Societies in the province of any importance.

## 5. Arts and Sciences.

203. The report on the Peshawar Museum, of which the Superintendent, Archæological Survey, Frontier Circle, is *ex-officio* Curator, will be found in Chapter VIII—Archæology.

## CHAPTER VIII.

# ARCHÆOLOGY.

[Further details will be found in the Report of the Archæological Survey of India, Frontier Circle, for the year ending 31st March 1919.]

Conservation.

204. Detailed and elaborate pieces of conservation were executed at the Jaulian monuments in the Hazara district. A cart road has also been built between the Nikra rest-house and the Jaulian monastery, linking it up with the Khanpur road, and making this remote part of Taxila as accessible to visitors as the others. At Takht-i-Bahi good progress has been made. The necessary iron railing has been erected around the already roofed stupas in court XX, and the rolled steel pillars have been duly encased in portland cement. Ingress into court IX has been prevented by building up the two breaches in the north-west and south-west corners. A deep courtyard measuring 33′×35′×1′ in the middle of the monastic quadrangle with a covered drain issuing eastwards has been unearthed with great advantage to the supply of building material. A few pieces of Gandhara sculptures were found in this locality. These have been brought into Peshawar.

205. At Jamalgarhi the main group of Buddhist monuments has been thoroughly cleared of all debris and vegetation. This clearance work was carried out in all the more important buildings. A fair approach road 6 feet wide has been carried from the summit to the base of the hill towards the east of the site, which has now become easily accessible. No further work is contemplated at this site.

Ancient Monuments Preservation Act.

206. Regarding the vexed question of the acquisition of the site of the ruins at Shahji ki Dheri near the Peshawar City, which has baffled solution for several years, the case was reopened by a petition submitted in 1918 to the Chief Commissioner by the owners of the site in which they asked that the site be abandoned by Government, the excavations levelled, and the ground left free for cultivation. For the last ten years the owners have received more as compensation for crops than they could ever have made by cultivating the land. The *impasse* was to their advantage, and they were content to let it continue. The Director-General of Archæology has now agreed to the abandonment of the site.

Exploration and Research.

207. Fifty-two new sites have been examined and listed, completing the number of those in the Nowshera tahsil, which contains five interesting *baolis*, or drinking wells, situated at stages along the old Peshawar road of the Mughal period. The field of exploration and research was limited, as no new ground was broken on a large scale anywhere.

208. An old wooden door with carving of a type now obsolete has been discovered in Peshawar City. It is a relic of the Hindu carving of the Punjab of the Mughal period. The discovery of a piece of Gandhara sculpture is of unique interest. It is a standing figure of the Buddha in fair condition, 3′ 2″ in height, with flames issuing from the shoulders. It is quite a rare representation of a well-known miracle in the life of the Buddha, and is now an object of worship in a Hindu temple at Nowshera. Photographs of it have been taken, and efforts will be made to secure the original for the Peshawar Museum.

Treasure trove.

209. Among the antiquities acquired for the Museum during the year were 3 gold, 32 silver, and 3 copper coins presented by various Local Governments, and 3 gold and 298 silver coins acquired for the Museum under the Treasure Trove Act. The descriptive list of coins could not be published owing to insufficiency of funds.

210. 460 Mughal rupees were acquired by the Local Government. Of these coins 298 have been kept in the Peshawar Museum, and the remaining 162 have been distributed to the various Government Museums in India.

CHAPTER IX.

# MISCELLANEOUS.

## 1. Ecclesiastical Jurisdiction.

Church of England.

211. The North-West Frontier Province is, with the Punjab, Sind and Baluchistan, included in the See of Lahore, which was created by Royal Letters Patent in December 1877, formerly having been included in the Diocese of Calcutta. Like all other Indian Sees, Lahore is subject to the authority of the Bishop of Calcutta as Metropolitan. By authorization of the Letters Patent as they originally stood an Archdeacon is appointed by the Bishop from among the senior Chaplains, while in accordance with a modification in the terms of those Letters, which received the Royal approval in 1910, the Bishop has now also the right to appoint a second Archdeacon to assist him in supervising the Indian and Missionary church work of the Diocese, such Archdeacon to be chosen from either the Indian priests or the missionaries of the Diocese. The chaplaincies in the province, all of which are on the Bengal (Lahore) establishment, are as follows :—

| | |
|---|---|
| Abbottabad. | Risalpur. |
| Nowshera. | Peshawar. |

Derajat.

The Chaplain of Derajat, whose headquarters are at Kohat, is in visiting charge of Bannu and Dera Ismail Khan. For the summer two Chaplains are usually placed in charge of the military camps lying between Bara Gali and Murree.

Church of Scotland.

212. The North-West Frontier Province belongs to the Presbytery of the Punjab and North-West Frontier Province along with Chamba and Jammu. A temporary Chaplain on the Bengal Church of Scotland establishment has been stationed since October 1917 in Peshawar as Chaplain of St. Columba's Church. He is also in visiting charge of Cherat, Nowshera and Risalpur.

Roman Catholic Church.

213. The district of Dera Ismail Khan is included in the Diocese of Lahore, formed in 1880 as a vicariate, and in 1886 constituted as a diocese. The rest of the province, together with the trans-frontier tracts and Kashmir, belongs to the Prefecture Apostolic of Kashmir and Kafiristan, and was constituted a separate ecclesiastical charge in 1887 with Rawalpindi as headquarters. The Prefect Apostolic appoints military chaplains to the following stations :—

| | |
|---|---|
| Peshawar, | Risalpur, |
| Nowshera, | Cherat, |

The Galis,

with an additional Chaplain during the summer for the military camps near Murree.

## 2. Ecclesiastical.

Church Missionary Society.

214. The work of this society is carried on at Peshawar, Dera Ismail Khan and Bannu. The staff consists of 14 missionaries, of whom 5 are clergy and 6 doctors. A hospital and a high school are maintained at each of the above-mentioned centres. In addition there is a college at Peshawar, and district dispensaries are located at Charsadda, Karak, Thal and Tank.

Church of England Zenana Mission.

215. This society works in co-ordination with the Church Missionary Society, and has hospitals for women at Peshawar and Dera Ismail Khan and schools for girls at Peshawar. The staff includes 2 qualified women doctors.

## 3. Civil Veterinary Department.

[For further details see the Provincial Report of the Civil Veterinary Department for the year ending 31st March 1919.]

**Establishment.**

216. The staff of the Civil Veterinary Department continued under strength throughout the year owing to the deputation of seven Veterinary Assistants to the Military Department, as noted in last year's report. Extra work therefore has fallen to the existing staff of the Department as in the previous years of the war, and any extension of veterinary operations has had perforce to be postponed.

**Diseases and their treatment.**

217. The year was as unhealthy for cattle as for human beings. Epidemics were rife, and the already depleted staff was considerably handicapped by the outbreak of influenza. Altogether there were 7,224 deaths out of 31,293 contagious cases reported as compared with 2,904 deaths out of 25,247 cases in the previous year. Of equine diseases, *surra* was prevalent and was responsible for nearly all the fatal cases which occurred mainly in the Kurram Agency. But the loss from this disease was insignificant compared with that occasioned by the ravages of rinderpest and foot-and-mouth disease amongst cattle. No less than 4,411 deaths were attributable to these diseases, which were only responsible for 989 deaths last year. Though the number of animals inoculated against both diseases was considerably larger than in 1917-18, the spread of the epidemics was probably accelerated by the delay in reports on the part of patwaris, to which attention was directed last year, and also by the underfeeding of animals owing to the scarcity of fodder in parts of the province on account of the failure of the rains. The dryness of the year, however, had one good effect, namely, a reduction in cases of hæmorrhagic septicæmia, and the readiness of the people to produce their animals for inoculation is an encouraging feature in the preventive campaign against this disease. As the province, unlike the Punjab, was fortunately free from dourine, the local extension of the Dourine Act was not considered necessary, though precautionary measures against this illness have been taken in all stallion stables. Proposals for improving the stabling on all dâk routes were referred to the Government of India, and are now under their consideration.

**Breeding Operations.**

218. The number of horse and donkey stallions at the close of the year was 20 and 19 stallions respectively. Shortly after the close of the year the scale of stallions for the Dera Ismail Khan and Bannu districts was permanently increased by one donkey and one horse stallion, as plenty of use had been found for the additional stallions which had previously been stationed experimentally at Tank. The total number of mares covered was 1,782 as compared with 1,737 in the previous year.

During the year 21 bulls were purchased by the Superintendent, Civil Veterinary Department, for supply to District Boards, and the Peshawar district has indented for 10 more bulls. The inclusion of special classes in cattle fair schedules in all districts for the produce of these bulls has drawn the attention of zamindars to the possibility now open to them of improving their stock, the advantage of which they are not slow to appreciate. This can be readily understood in view of the very high prices now realizable for good work cattle.

219. The number of Merino rams in Hazara remained the same as last year, but the stock of three-quarter bred rams locally purchased was increased by four. One of the four Pusht-i-Kuh rams, referred to in the last report, was allotted to a reliable flock master in the Peshawar district, who runs over 1,000 sheep in Charsadda, two were sent to the Kurram Valley, and one was placed at Tarnab. In order to establish a small flock at the latter place for improving the indigenous breed, 45 ewes of the type locally called "Turki" were purchased for the last mentioned ram. The lambs are reported to be strong and good in fleece, and all resemble the male parent in build, colour, weight of tail, etc. They appear to mature early, which is an advantage in a breed designed to furnish both mutton and wool. The progress of the experiment of acclimatization of the Tigris ram so far appears successful, and may have important results.

## 4. Stationery.

220. For the financial year ending 31st March 1919 the value of stationery issued to offices and private presses was Rs. 28,329 as against Rs. 24,243 in the preceding year. The excess of about 17 per cent is due to the rise in prices. The value of the stationery supplied exceeded the budget allotment by Rs. 7,929, or approximately 39 per cent.

## 5. North-West Frontier Province Government Press.

[Further particulars will be found in the Provincial Report on the working of the North-West Frontier Province Government Press for the year ending 31st March 1919.]

221. The total general expenditure of the Government Press, exclusive of the cost of printing, paper and binding materials, was Rs. 22,763 as against Rs. 22,913 in the year 1917-18. The slight decline was due to the greater number of vacancies in the Press establishment during the year under report. Despite the fact that the pay of compositors and distributors was increased by 15 and 25 per cent respectively, considerable difficulty continued to be experienced in filling vacancies owing to the more attractive terms offered by private presses. The total expenditure on contract printing amounted to Rs. 8,084 (exclusive of book adjustments), which was exactly the same amount as in the preceding year. Actually, however, less work was sent to the private presses, the difference being made up by the enhanced rates which were sanctioned from the commencement of the year. Receipts for the sale of Gazettes and other publications amounted to Rs. 92 as compared with Rs. 80 in 1917-18.

SGPI Delhi—2 CCNWP—6-3-20—190.

THE
NORTH-WEST FRONTIER
PROVINCE
Scale 1 Inch = 16 Miles or
REFERENCES
External boundary of India, demarcated
Internal Province or State boundary, demarcated
" " " " undemarcated
District and Tribal Boundaries
Railways
Roads Main
Roads Minor
Passes
Trigonometrical Stations with heights
Intersected Points
A
B
C
D
70°
72°
74°
36°
34°
1
2
KABUL
JALALABAD
PESHAWAR
CHITRAL
KALA TANJA
LITTLE TAMIR
DAREL
MUZAFFARABAD
ABBOTTABAD
RAWALPINDI
KASHMÍR

34
3
32½
4
A
70
B
72½
C
74
D
AFGHANISTAN
BALUCHISTAN
KANDAHAR
KHELAT
KALAT
KHARAN
WASHUK
NUSHKI
CHAGAI
KHUSHDIL KHAN
KHAN OF KHELAT
KHAN OF KALAT
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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

# 1919-20.

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

## 1919-20

LIB

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

**1919-20.**

# PART I.

## GENERAL SUMMARY.

In the last two Administration Reports submitted from this Province, special attention was drawn to the peaceful and uneventful history of those years. It was in fact the case that during the greater part of the Great War this usually disturbed corner of the world enjoyed almost complete peace. This was undoubtedly in a great measure due to the staunch fidelity and friendship of Amir Habibullah. His assassination in February 1919 was generally regarded as an omen of a coming political storm, but for the moment it produced little effect except upon the internal politics of Afghanistan. Amir Amanullah soon succeeded in establishing himself in his father's place and for a time it appeared that he would be able to follow his father's traditional policy of friendship towards the British Government. His position however was unstable and some form of popular distraction was essential to enable him to secure it and gain popular confidence. The situation in India, of which he was grossly misinformed, gave him, he thought, his opportunity and he foolishly decided to embark on a policy of aggression against the British Government. It is beyond the scope of this report to enter into a more elaborate analysis of the causes that led to the hostilities with Afghanistan.

2. Throughout the early months of 1919 an extremely bitter agitation had been carried on in India directed nominally against the Rowlatt Bill but really against the whole fabric of British rule in India. By means of the most unscrupulous lies the agitators in charge of propaganda succeeded in rousing a great deal of feeling in the Punjab, which afterwards led to bloodshed and the imposition of Martial Law over a considerable part of that Province. Great efforts were made by the organizers of the movement to produce a similar ferment in this Province, particularly in Peshawar City and District. A Committee of Union and Progress was formed in Peshawar City, the members of which in consultation with the Afghan Postmaster, and subsidized with Afghan money, stirred up all the most violent elements in the City and despatched emissaries to the surrounding villages to preach resistance to Government. Efforts were made with some initial success to promote union between Hindus and Muhammadans and to establish *panchayats* to decide civil and criminal disputes, so that litigants should abstain from attendance at Government Courts of Law. Sir George Roos-Keppel, who was then Chief Commissioner, set his face firmly against the adoption of repressive measures, so long as the agitation was confined to words and no form of violence was used against Government servants or institutions. This policy of forbearance undoubtedly averted widespread unrest and confirmed the more moderate elements in their loyalty to Government. At the same time it must be stated that the stern punishment meted out to the authors of violence in the Punjab materially assisted

in keeping the lawless elements in this Province within bounds. With the exception of a few isolated villages in the Peshawar District, the rural areas were little affected by the Rowlatt Bill agitation, but Peshawar City excited by the promises of arms and money made to them by the Afghan Postmaster and inflamed by the prospect of loot were all prepared for a violent outbreak, when the Afghans committed the first act of open hostility by advancing their troops over the Afghan border and threatening Landi Kotal. Sir George Roos-Keppel at once took action and Martial Law was proclaimed in the Peshawar District with the approval of the Government of India. He also struck a decisive blow at the root of the whole disaffection by surrounding Peshawar City with troops and arresting practically without bloodshed the Afghan Postmaster and all the principal agitators.

3. During this same period preceding the outbreak of war attempts were being made mainly from Afghanistan to stir up the frontier tribes against Government. So far as the tribes on the British side of the Durand line were concerned, these endeavours met with but little success, though there is no doubt that the younger men in most of the tribes were attracted by the prospect of excitement and loot held out to them from Kabul. The only serious sign of disaffection which occurred was the desertion of a number of Afridis from the Khyber Rifles, which led to the disbandment of that Corps shortly after the outbreak of hostilities. But this did not take place until after the Corps had fought loyally against the Afghans in one engagement and apart from the deserters who had committed themselves irretrievably to hostility to Government, the behaviour of the Afridis as a whole was satisfactory throughout the Afghan War. Indeed it may be said that at the commencement of the war, the general feeling among the tribes towards Government was at least neutral. A few weeks later the withdrawal of our advanced posts in Waziristan for Military reasons led the Wazirs and Mahsuds to declare themselves against us, but on the other hand there were on other parts of the frontier remarkable instances of loyalty to the British in spite of the utmost efforts on the part of the Afghans and the Mullas to produce disaffection. Thus towards the end of May a force of Afghans with guns, supported by the presence of all the most influential and fanatical Mullas in that part of the frontier, marched down through Mohmand country to within 15 miles of Shabkadar Fort, which was then held only by the Mohmand Militia. At the urgent request of the Halimzai and Tarakzai Mohmands, who reside in the territory immediately adjoining the border and showed themselves consistently friendly to us, a Brigade was despatched to Shabkadar from Peshawar, and supported by the presence of these troops, the Halimzai Maliks succeeded in procuring the retirement of the Afghan troops and the discomfiture of the Mullas without an engagement. Similarly in Chitral and the Kurram a stout and successful resistance was offered to Afghan aggression by local irregular forces with a small stiffening of regulars.

4. Apart from the events in Peshawar City mentioned above and the revolt of the Mahsuds and Wazirs, the Afghan War had little effect upon the Province as a whole. Martial Law as stated was declared in the Peshawar District, since troops were operating in this area, but the Chief Commissioner was himself appointed Military Governor and the administration of Martial Law was left entirely in his hands and that of the civil officers subordinate to him. To this modified form of Martial Law the people themselves showed no hostility and it was only used to assist the troops and to strengthen the hands of the district officers by simplifying procedure in dealing with certain classes of offenders. It was enforced entirely by the civil police, and not by troops. The ordinary administration, both revenue and judicial, continued

as usual and except for the presence of large numbers of troops there were no signs that we were at war with the Amir. As the war went on however intensive raiding into British Territory began, mostly carried out by deserters from the army during the Great War and by subsequent deserters from the Militias. These men had been fully trained by British Officers and were well acquainted with the localities, in which they operated, and their raids almost always by night were carried out with military precision and were exceedingly difficult to deal with.

5. The prompt occupation of Dakka by our troops and the repulse of of General Nadir Khan's thrust from Khost speedily convinced the Amir of the hopelessness of the struggle and he sued for peace. An armistice was granted, and in July a conference was held in Rawalpindi between representatives of the Government of India and of the Amir which resulted early in August in the signing of a treaty of peace and the cessation of hostilities.

6. Early in September Sir George Roos-Keppel, who had administered the Province for nearly 12 years, went on leave preparatory to retirement, and was succeeded by Sir Hamilton Grant. In spite of ill-health, Sir George Roos-Keppel had remained at his post at the request of the Government of India, when the Afghan War broke out, and spent the entire hot weather, which was unusually severe, in the plains, dealing with a situation of abnormal difficulty. It would be out of place in this report to attempt to review his great services to India and particularly to this Province, but his successor may be permitted here to record the sincere gratitude, appreciation and affection with which Sir George Roos-Keppel was regarded both by the officers of this Administration and by the people of the frontier.

7. The remaining six months of the year under report were spent in an attempt to restore peace on the border and to repair within the Province the effect of the Afghan War. The conclusion of peace with Afghanistan was unfortunately not regarded by the tribes generally as more than a temporary armistice and this feeling was strengthened by the continual intrigue of Afghan officials among our tribes. The policy adopted by the Administration was directed towards—

(*i*) removing any misunderstanding and ill-feeling between the people and Government in the districts, particularly in Peshawar City ;

(*ii*) making a settlement with the tribes which had only partially revolted during the Afghan War so as to concentrate our attention on those in open rebellion.

In pursuance of the first object, the Chief Commissioner interviewed the leading men of the Peshawar City and, finding them in a chastened mood, decided upon measures of conciliation. Agitators, who had been deported, were permitted to return ; others who were imprisoned owing to the disturbances were released and as an act of grace at the peace celebrations the cost of the punitive police post on the Peshawar City was remitted with effect from the 31st December 1919.

8. The tribes with whom it was desirable to settle were the Afridis, and certain of the Orakzai clans. Of these, the elders of the Afridis were extremely anxious to make a settlement and in the middle of November a Jirga of Maliks came in of their own accord to see the Chief Commissioner. They confessed that they had lost control of their young men who were still raiding without cessation in the Peshawar and Kohat districts. The sincerity of their professions was recognised and lenient terms were granted to them which are given in detail in the Border Administration Report. The whole

tribe with the exception of two sections — the Bazar Zakha Khel and the Shalobari Qambar Khel — accepted the terms and made strenuous efforts to carry them out in spite of the intrigues of Nadir Khan, the Afghan Commander-in-Chief, to prevent them from surrendering. By the end of March 206 Government rifles had been returned, one-third of the fine imposed had been paid up and a settlement effected with those sections which had completely squared their account. The two sections referred to above, which declined to settle, removed their families to Ningrahar and from the security of Afghan Territory continued to harry the Peshawar and Kohat districts. Their continued activities brought the total number of raids in the Peshawar District to over 140 for the year and the loss of property to over three lakhs of rupees; while the casualties among British subjects were 32 killed, 35 wounded and 105 kidnapped. Of the Orakzais, the Mishtis and the Ali Khel were the only important clans which had supported Afghan propaganda carried on by Mulla Mahmud Akhundzada. Both of these recognised by November that no advantage was to be gained by further intrigue with Kabul and asked for a settlement which was granted to them upon payment of fines and return of deserters' rifles.

9. Meanwhile in the south of the Province the conduct of the Wazirs and Mahsuds was going from bad to worse, and the Kohat, Bannu and Dera Ismail Khan districts were the scenes of raids conceived and carried out on a scale unprecedented in the history of our frontier administration. In November military operations against these tribes began and direct political control passed from the Chief Commissioner to the General Commanding the Waziristan Field Force. It is therefore beyond the scope of this report to deal with these operations or with the very serious tribal offences, such as the two train outrages on the Kohat-Thal Railway, which were committed as acts of war by tribesmen from these areas.

10. The general health of the Province was normal and there were no epidemics such as had occurred in previous years. The prices of the necessaries of life again ruled very high, partly owing to shortage of rain both for the Kharif and Rabi harvests and partly owing to economic pressure resulting from the war. The situation was to some extent relieved by a grant of one lakh from the Government of India for advances to cultivators and still more by the total prohibition at the outbreak of the Afghan War in May 1919 of the export of the principal food-grains and of *ghi* and sugar.

**Revenue.**

11. In spite of the Afghan War and the unsettled condition of the Province the fixed revenue collections amounted to 98·5 per cent. of the total demand against 98·9 in the previous year. Fluctuating revenue on the other hand showed a decrease of over 50 per cent. owing to unseasonable rains in the Dera Ismail Khan District, to which this form of assessment is mainly confined.

**Police and Crime.**

12. The year under report has an unfortunate record in that there was an increase in every single class of crime. This increase cannot be in justice attributed to any failure in duty on the part of the Police but was due to causes beyond their control. These causes were the state of unrest caused by the Punjab disturbances, the outbreak of the Afghan War and the active hostility of the trans-border tribes. Further factors were the general disregard for human life in the minds of many who fought in the Great War, and the encouragement afforded by the successes of trans-border offenders to the more lawless spirits in British Territory, who hoped that their crimes also would be attributed to the trans-border tribes. An analysis of the figures of crime for the year shows a heavy increase in each of the four border districts and a less serious rise in the only district which is more

or less immune from trans-border attack. The total number of murders was 474 as compared with 353 in the previous year. Of this number 30 per cent. were due to relations between the sexes and the Chief Commissioner is in entire agreement with the view expressed by the Inspector-General of Police that an early settlement of such disputes by tribal custom is a better preventive than security proceedings which, by exposing domestic trouble, frequently embitter rather than compose a feud. The serious rise in the number of offences committed with fire-arms illustrates the difficulty of dealing with a community which requires them at one moment for protection against its unruly trans-border neighbours and at another is tempted to employ them in the prosecution of internal vendettas. No less than 313 dacoities were committed during the year as compared with 92 in the previous year, a great proportion being the work of Mahsuds in the Dera Ismail Khan District and of Afridis in the Peshawar District. It is satisfactory to note that raiding gangs did not meet with unqualified success and in several cases most successful resistances were offered by the Police and local people or by both combined. The ratio of convictions to true cases investigated was the lowest for 8 years but this must be attributed not to the inefficiency of the Police but to the fact that owing to the Afghan War and tribal unrest, they were involved in a number of extraneous duties and were quite unable to devote sufficient time to their normal functions. With the exception of the raising of a City Police Battalion, no appreciable increase was made in the number of Police to meet their largely increased duties, but in spite of constant overwork and persistent attempts to tamper with their loyalty, the Police throughout the year maintained an exemplary standard of discipline, efficiency and reliability.

Jails.

13. The total population of all jails and lock-ups in the Province increased slightly during the year and some of the jails, particularly the Kohat Jail, suffered seriously from overcrowding. Various schemes were under consideration to cope with this defect and new barracks were completed in Dera Ismail Khan Jail. The health of the jail population was excellent throughout the year.

Civil Justice.

14. There was a slight increase over the previous year in the number of suits instituted, the particular features being the noteworthy decrease in suits for money, particularly in the Peshawar and Hazara districts, and the remarkable expansion in pre-emptive litigation, due to a marked rise in land values.

District Boards and Municipal Committees.

15. The district reports showed little improvement in the working of the Boards. In some instances however considerable interest was taken in public works, cattle-breeding, and education, but it appears to the Chief Commissioner that the members cannot be expected to take any real interest in the working of the Boards until they obtain a more real control over their income. The number and constitution of the Municipal Committees remained the same as in previous years. There was no tendency for Municipal Government to spread and in some small towns the inhabitants expressed a desire to be released from this form of control. A general lack of initiative was still reported among members and without a lead from official sources it was difficult to get anything done. In Peshawar the scheme for the introduction of partial election of members was still under consideration and it is hoped that it will be introduced during the current year.

Production.

16. The total area sown in the year under report amounted to 17 per cent. more than the area sown in the preceding year but was still 1 per cent. below the normal area. The increase occurred on both irrigated and

unirrigated lands, especially the latter, and was due to timely rains at the sowing seasons. The total area harvested was nearly 85 per cent. of the area sown, which is considerably better than the figures of the year before. Prices of food-grains generally ruled high during the year although exports from the Province and local purchases for military purposes were prohibited except under permits from the Director of Civil Supplies. Stocks of grain were generally sufficient to meet normal local requirements. A quinquennial census of cattle was taken in February 1920 and showed a general decrease in agricultural stock under all heads except mules. However, the census came at rather an unfortunate time following as it did, a year of war and frontier disturbances and also a severe season of drought in 1918. There is reason to hope that the serious decrease in cattle stocks is due to abnormal conditions and that an early recovery may be expected.

**Forests.**

17. The revision of existing plans for afforestation on the lines approved by the Inspector-General of Forests had again to be postponed owing to the commencement of departmental exploitation of most of the Hazara forests which entailed heavy work for the Deputy Conservator of Forests. There was a reduction of nearly 40 per cent. in the number of forest cases during the past five years which is a matter of great satisfaction to the department, since it means that the vexatious restrictions upon villagers in the neighbourhood of the reserves have been as far as possible removed. The area burnt during the year was 885 acres, the only serious fire being that in Baz Khan forest. The extension of departmental exploitation resulted in the removal of 267,000 cubic feet of timber as compared with 171,000 in the previous year. The value of sales also rose from Rs. 52,000 to Rs. 1,52,000.

**External Trade.**

18. The total volume of trade including treasure amounted to 394 lakhs against 456 lakhs in the previous year, the decrease occurring entirely in exports and being mainly confined to Afghanistan where the export trade fell from 146 lakhs to 85 lakhs on account of hostilities with that country and the total stoppage of trade during the Afghan War. The Afghan import trade is carried on almost entirely in the autumn and winter and peace was restored in time for the Afghan fruit crop to be brought to the Indian market where high prices were realized. There was also a decline in the total trade with Waziristan due to the blockade of the tribes, while Kurram trade was affected by the closing of the Thall route during the Afghan War. Trade with Dir, Swat and Bajaur declined during the year and amounted to 120 lakhs as compared with 138 lakhs in the previous year. The decrease in imports was mainly due to the stoppage of public goods traffic on the railway.

**Irrigation.**

19. There was a net loss of just over Rs. 5,00,000 on irrigation branch canals during the year under review. The losses were confined to the Paharpur and Upper Swat Canals. On the latter canal development of irrigation is very slow and the irrigated area is a little less than half of the project area. The Paharpur Canal, although constructed as a productive work, is never likely to prove remunerative.

**Excise and Opium.**

20. Since the abolition of the monopoly system in 1912-13 and the introduction of the system of auctioning separate shops, the excise revenue in this Province has been steadily increasing. Hitherto shops had been sold under a system of restricted competition but during the present year restrictions were removed and shop licenses were put up to auction without limit in all districts of the Province. The gross receipts for the year showed an increase of $2\frac{3}{4}$ lakhs or 48 per cent., giving an average total excise revenue per head of population of eleven annas. In the year under review the system of free competition in auctions for the sale of opium licenses was also introduced and revenue from this source rose to Rs. $3\frac{1}{2}$ lakhs as compared

with Rs. 2½ lakhs in the previous year. The consumption of opium, however, decreased. This decrease is attributed to renewed smuggling of opium from Afghanistan during the latter part of the year, due to the high price of excise opium owing to the unrestricted auctioning of licenses. The Deputy Commissioner, Peshawar, remarks that the cocaine habit is on the increase. It was imported illicitly in large quantities by a variety of methods some of which the Police have been able to detect, and five convictions for cocaine smuggling were secured during the year.

**Sanitation and Medical.**

21. A very considerable advance was made during the year in the field of sanitation. Out of 83 hospitals and dispensaries, which were open at beginning of the year, 15 had to be closed, mostly in the Agencies, in consequence of frontier troubles but six new ones were opened. There was also a decrease in the number of patients treated, due mainly to the closing of Militia dispensaries.

**Education.**

22. Education, like every other branch in the Administration, was affected by the disastrous conditions of the year under report, the reaction from the Punjab disturbances, the Afghan War, and the lawlessness of the Independent tribes. The decline in attendance in primary schools must be ascribed principally to the last cause, particularly in the districts of Kohat and Bannu which were much exposed to raiding gangs. The principal decrease both in the number of schools and in attendance occurred in private schools, but there was a decrease in attendance of nearly 2,000 in Government primary schools. In girls' schools, on the other hand, there was a slight net increase in attendance and the number of primary schools for girls increased by two. The total expenditure on education increased from Rs. 9,72,000 to Rs. 12,50,000, some of which increase was due to the payment of war allowances by Municipal Committees and District Boards to teachers. A scheme was sanctioned for the opening of a normal school for women teachers in Peshawar with a staff of two teachers and 15 stipends.

# PART II.

# CHAPTER I.

# POLITICAL.

## 1. Physical Features of the Country, Area, Climate and Chief Staples.

(See Part II, pages 1—5 of the Report for 1911-12.)

## 2. Historical Summary.

(See Part II, pages 5—14 of the Report for 1911-12.)

## 3. Form of Administration.

(See Part II, page 14 of the Report for 1911-12.)

## 4. Character of Land Tenures.

(See Part II, pages 14—19 of the Report for 1911-12.)

## 5. System of Survey and Settlements.

(See Part II, page 20 of the Report for 1911-12.)

## 6. Civil Divisions of British Territory.

(See Part II, pages 20-21 of the Report for 1911-12.)

## 7. Details of the Census — Tribes and Languages.

(See Part II, pages 21—28 of the Report for 1911-12.)

## 8. Changes in the Administration.

1. The office of the Chief Commissioner and Agent to the Governor-General was held by the Hon'ble Lieutenant-Colonel Sir George Roos-Keppel, G. C. I. E., K. C. S. I., up to 9th September 1919, and by the Hon'ble Sir Hamilton Grant, K. C. I. E., C. S. I., during the remainder of the year. **Personal.**

2. During the year the permanent strength of the Provincial Civil Service was raised from 30 to 31 owing to the post of Mir Munshi to the Chief Commissioner being brought on to the cadre. The pay of the service was also revised with effect from 1st December 1919. **General.**

## 9. Frontier Affairs.

3. The Border administration forms the subject matter of a separate report.

## 10. Condition of the People.

4. The Province had a welcome respite from the scourge of great epidemics, and health conditions were practically normal. The Kharif crop again owing to scarcity of rain was about 18 per cent. below the normal. The Rabi crop for the same reason was also disappointing though slightly more successful. Conditions would have been much worse had it not been for another grant by the Government of India of a sum of Rs. 1,00,000 for advances to cultivators on special terms for the encouragement of wheat cultivation. Prices, as might be expected, again continued high, the economic

pressure arising from the War being intensified by the poorness of the two harvests. The situation was, however, relieved by drastic administrative measures taken to prevent the Province being denuded of its supplies, culminating on the outbreak of the Afghan War in May 1919 in the total prohibition of the export of the principal food-grains and of *ghi* and sugar. The results on the general conditions of living can briefly be described as those of war everywhere : the rich tended to become richer and the poor poorer. The lot of the poor, especially of the non-agricultural classes, was indeed hard.

# CHAPTER II.

# ADMINISTRATION OF THE LAND.

[ Further details will be found in the Provincial Report on the Administration of Land Revenue for the revenue year 1st October 1918 to 30th September 1919 and in the Agricultural Statistics of India, Volume I. ]

## 1. Realization of the Revenue.

Fixed Land Revenue.

5. The total demand for the year on account of fixed land revenue was Rs. 18,89,999 against Rs. 18,76,316 last year. Of this Rs. 18,62,131 or 98·5 per cent. were collected, leaving a balance of Rs. 27,868 at the end of the year. The collections on account of previous years amounted to Rs. 14,012, leaving a balance of Rs. 7,632 at the close of the year as under :—

| | Rs. |
|---|---|
| Under suspension ... ... ... ... | 3,698 |
| Not under suspension ... ... ... | 3,432 |
| Irrecoverable ... ... ... ... | 502 |
| Total ... | 7,632 |

6. The collections on the whole were easily effected, and reflect great credit on the Revenue officials, who had much extra work thrown on them owing to the Afghan War.

7. The land revenue under suspension at the close of last year (1917-18) amounted to Rs. 7,400. Rs. 5,129 were suspended during the year under report. Total revenue under suspension was, therefore, Rs. 12,529. Of this Rs. 3,319 was collected and Rs. 383 remitted, leaving a balance of Rs. 8,827 at the close of the year. The total remissions granted during the year amounted to Rs. 2,193 against Rs. 804 in the preceding year.

Fluctuating and Miscellaneous Land Revenue.

8. The collections on account of fluctuating and miscellaneous land revenue were Rs. 1,23,555 and Rs. 1,80,710 respectively against Rs. 2,98,468 and Rs. 1,23,346 in 1917-18.

9. The decrease of Rs. 1,74,913 in the fluctuating land revenue is confined mainly to the Dera Ismail Khan District, where cultivation depends so much on the hill-torrents and minor canals. During the year under report unseasonable rains adversely affected these sources of supply.

10. The increase under "Miscellaneous Land Revenue" is due to the new income of transport fees in the Hazara District, Government having undertaken the direct management of transport in the district as an experiment; also to the imposition of a surcharge of one rupee per maund on the export of grain in the Peshawar District. Collections during the year under the heads "Fluctuating and Miscellaneous Land Revenue" on account of previous years amounted to Rs. 4,153, leaving a recoverable balance of Rs. 456 at the close of the year.

Miscellaneous.

11. The comparative failure of the 1918-19 harvests resulted in a rise in the number of coercive processes issued for the collection of land revenue, from 1,402 to 1609. The outstanding balance against irrigators is also again large this year, amounting to Rs. 44,053.

12. There was a slight decline in land revenue assignments, which were Rs. 4,25,196 or 17·8 per cent. of the total revenue as against Rs. 5,39,081 or 20·2 per cent. in 1917-18.

Surveys and Settlements.

13. The rectangular survey in certain villages irrigated by the Swat River Canal in the Mardan and Swabi tahsils of the Peshawar District was

in progress up to May 1919, when it had to close down, as the political situation necessitated the drafting of the staff elsewhere. It was resumed, however, in October 1919.

Land Records.

14. Under the conditions which prevailed as regards pay and prospects, the educational qualifications of Patwari candidates were again regrettably low. Twenty-three Patwaris were dismissed and 159 reduced, or otherwise punished, for misconduct or neglect. Their conduct was, as usual, on the whole surprisingly satisfactory. A satisfactory feature is the increasing proportion of men belonging to the agricultural classes.

15. There were 8 Kanungo vacancies, of which 6 were given to Patwaris. Only 1 Kanungo, however, was accepted as a Naib Tahsildar candidate.

16. In spite of special efforts, including the appointment of Naib Tahsildars on special duty in the Hazara and Bannu districts, the Revenue staff was unable to reduce the heavy balance of arrears of mutation work. This failure was due to two main causes, the disturbed condition of the frontier and the large number of fresh cases for disposal.

17. The annual papers and detailed *jamabandis* were prepared and filed in time, with the exception of those of 12 villages in the Peshawar District. Checking by Collectors and their Assistants however suffered heavily from the pre-occupation of these officers with circumstances arising out of the general frontier disturbance. The shortage of staff also had a bad effect here as in other directions.

Wards' Estates.

18. The total number of estates under the management of the Court of Wards during the year under report was three, as noted last year, namely Agror and Khanpur in the Hazara District and Topi in the Peshawar District. The share of Safdar Jang, the second son of the late Raja Jahandad Khan of Khanpur, was released with effect from the 1st October 1919, *i.e.*, after the close of the year, and the statistics relating to his property will therefore be included in the next report. The total assets of the three estates at the close of the year under report amounted to Rs. 55,55,539 against Rs. 53,33,859 in the preceding year. The increase of Rs. 21,680 was shared by all the estates—Agror (Rs. 3,619), Khanpur (Rs 13,186) and Topi (Rs. 4,875). The sum of Rs. 2,000 granted to Badi-ul-Zaman, son of the ex-Khan of Agror, was refunded to the estate during the year under review, as the sum could not be utilised. The total cash balance of the three estates on 30th September 1919 was Rs. 67,334, showing an increase of Rs. 27,126 as compared with last year's figures. The increase was most marked in the Khanpur estate, where the cash balance rose from Rs. 51,597 to Rs. 45,529. No investments were made by this estate during the year owing to its partition and the consequent release of the elder wards share from 1st October 1919. The estate suffered a depreciation of Rs. 4,800 in the total amount of investments (from Rs. 75,000 to Rs. 70,200) caused by the conversion of the $3\frac{1}{2}$ per cent. Government promissory notes into the new war loan. A sum of Rs. 11,300 was invested by the Topi estate in the war loan during the year under report, and a further amount of Rs. 12,000 will be invested next year in Government promissory notes. The total liabilities of the estates under charge amounted to Rs. 2,100 at the end of the year. The total income of the three estates was Rs. 83,831 as compared with Rs. 69,347 in the preceding year. The Topi estate showed a slight increase in the *jagir* income and the cash rent, due to the arrears of previous years having been recovered during the year under report. The increase was, however, most noticeable in the Khanpur estate, where the total income went up from Rs. 43,706 in 1917-18 to Rs. 55,710 in the year under review. About one-fourth of the latter figure was represented by the recovery of interest on Government securities and of loans due to the estate. The important variation in the ordinary income of this estate occurred under the head "Sale of Grain," namely an increase of Rs. 10,543 due to higher prices obtained in the market. The total expenditure amounted to Rs. 56,704 against Rs. 74,192 last year. The Agror and Khanpur estates showed decreases of Rs. 1,916 and Rs. 26,710 respectively, while the Topi estate showed an increase of Rs. 11,168. The reduction in the Khanpur estate was due to the absence of new investments by the estate. Last year Rs. 24,400 were spent under this

head. A sum of Rs. 1,022 was spent by this estate during the year on ordinary improvements against Rs. 171 in the preceding year. The increase in the expenditure of the Topi estate was caused by the investment of Rs. 11,300 in the war loan during the year. Excluding this item, the actual expenditure of this estate also showed a reduction of Rs. 132 when compared with the previous year.

12. The total cost of management during the year was Rs. 7,410 against Rs 6,927 in the preceding year, bearing a percentage of 10·74 on the total ordinary income of the estates. The percentage is still high in the Khanpur estate, being 15·20 as compared with 19·08 last year, but a further reduction is anticipated during the current year owing to the release of Raja Safdar Jang's share from 1st October 1919.

**Education.**

20. Raja Safdar Jang, the elder ward of the Khanpur estate, is no longer under the Court of Wards. His younger brother, Manuchehr Khan, the remaining ward, had to be removed from Aligarh owing to ill-health and other reasons, and was admitted into the Islamia College, Peshawar, from September 1919. Muhammad Umar Khan, ward of the Topi estate, is also studying at the Islamia College, Peshawar.

**Advances to cultivators.**

21. The amounts advanced under the Land Improvement Act and Agriculturists Loans Act were Rs. 16,590 and Rs. 3,56,035 respectively against Rs. 29,650 and Rs. 2,85,813 in the preceding year. The decrease under the former head was due to the fact that full advantage of the Act was not taken by the agricultural classes, while the increase under the latter Act was mainly due to the special *takavi* advances made for the extension of wheat cultivation.

**Transfers.**

22. Out of 105 applications made for permanent alienations under Section 3 (2) of the Act, 16 were sanctioned, namely, 4 in Hazara, 7 in Bannu and 5 in Dera Ismail Khan. The Hazara cases covered an area of 82 acres, all of which were acquired by Government for the extension of the Abbottabad Cantonment. No application was made for permission to alienate land permanently in favour of residents of Independent Territory or of the adjoining districts of the Punjab.

23. The total number of transactions under gifts and exchanges rose from Rs. 1,731 in the previous year to Rs. 1,766 in the year under review, the area covered being 11,922 acres and 13,278 acres respectively. In the Hazara and Bannu districts the number and area of transactions under gifts showed an appreciable decrease, while the number of cases of exchanges rose. In the Dera Ismail Khan District the number of gift transactions was about the same, but the area involved increased considerably from 2,857 acres to 6,901 acres. Exchanges also indicated a considerable decrease. No specific cases were brought to light in which gifts or exchanges were employed as a cloak to cover evasions of the law.

**Mortgages and Sales.**

24. The total area mortgaged with possession during the year amounted to 45,491 acres and the mortgage debt to Rs. 31,53,436 as compared with 38,493 acres and Rs. 29,09,795 last year. The increase was chiefly confined to the Hazara District and calls for no special remarks. In the Bannu and Dera Ismail Khan districts mortgage transactions were normal. The total area redeemed during the year was 49,631 acres with a mortgage debt of Rs. 22,47,878 as against 44,130 acres and Rs. 17,77,401 respectively in the previous year. The Hazara and Bannu districts, in the main, account for this improvement. On the other hand the Dera Ismail Khan District showed a decrease in the cases redeemed. The variation in the case of Hazara may be attributed in part to the influx of money into the district owing to increased enlistment in the Indian Army. The amount discharged by redemptions fell short of the debt raised during the year by new mortgages by Rs. 9,05,558. The average of the mortgage money discharged worked out to Rs. 80 per acre of cultivated land as compared with Rs. 121 per acre on cultivated land newly mortgaged during the year under report. The increase in land value was in general harmony with the all-round rise in prices, and calls for no further comment.

25. The total area sold during the year was 29,598 acres (assessed at Rs. 9,737) as against 31,162 acres (assessed at Rs. 8,247) in 1917-18. The purchase money amounted to Rs. 28,74,062 against Rs. 20,45,219 in the previous year.

26. The average mortgage money per acre again fell from Rs. 76 in 1917-18 to Rs. 69 in the year under report, while the sale price of land rose from Rs. 66 to Rs. 76 per acre.

Land Alienation Act.

27. The price of land has advanced in all three districts where the Alienation of Land Act is in force, while the average mortgage price improved in Hazara and Bannu and fell in Dera Ismail Khan, the fall in the Dera Ismail Khan District being due to the poor quality of the land mortgaged. The general rise in the price of land was in keeping with general economic conditions, *viz.*, brisk and rising trade, high prices of food-grains and keen competition among non-agriculturists for the acquisition of land.

28. The area mortgaged by agricultural tribes rose to 42,980 acres as compared with 35,351 acres in the previous year, while the area acquired by them in mortgage amounted to 42,244 acres against 34,593 acres last year. The agriculturists thus sustained a loss on these temporary transactions of 736 acres as against 758 acres in the preceding year and the Dera Ismail Khan District was chiefly responsible for this loss. On the other hand the area sold permanently to agricultural tribes shows a net gain of 151 acres.

29. Of the total area redeemed 42,644 acres or 86 per cent. were redeemed by members of agricultural tribes as compared with 37,199 acres or 84 per cent. in the preceding year. The largest area in Bannu was again redeemed by Pathans, while in Dera Ismail Khan, Gandapur and other Pathans redeemed large areas. Pathans, Awans, Swathis and Tanaulis in the Hazara District were also active in redeeming their lands.

30. The agricultural tribes thus continued their steady recovery of land in the three districts where the Land Alienation Act is in force.

# CHAPTER III.
# PROTECTION.

[ Further information on the subjects dealt with in this chapter will be found in the Statistics of British India, Volume IV, Administration and Judicial (including area, population and local funds).]

## 1. Legislative Authority.

(See page 33 of the Provincial Administration Report for 1911-12.)

## 2. Course of Legislation.

31. Regulation No. 1 of 1920 to validate certain sentences passed and acts done under Martial Law in parts of the North-West Frontier Province and to indemnify officers of Government and other persons in respect of such sentences and acts was brought into force during the year under report.

## 3. Police and Crime.

[ Further details will be found in the Provincial Police and Criminal Justice Administration Reports for the year ending 31st December 1919. ]

**General.**

32. From its nature the Police Administration Report must to a certain extent overlap the Criminal Administration Report for the same period and it may be useful to repeat here the Judicial Commissioner's explanation of the singularly unfortunate record of the year in which increases in every single class of crime are shown. It is mainly due, he considers, and Sir Hamilton Grant agrees with him, to "the state of unrest caused by the Punjab disturbances and the outbreak of the Afghan War and by the active hostility of trans-border tribes, a contributory cause being the general disregard for human life in the minds of many who fought in the Great War, accentuated by the prevailing scarcity and high prices." The Inspector-General of Police also lays stress on another factor, to wit, the encouragement afforded by the successes of trans-border offenders to the more lawless spirits of the interior to commit crimes, in the hope that these too would be attributed to the trans-border tribes. These are causes entirely beyond the control of the Police.

33. Statistics, even in more normal times, are notoriously deceptive and *a fortiori* in a year like 1919, when external and internal occurrences of the utmost gravity cut horizontally across the recognised chains of cause and effect in each branch of crime, too critical a scrutiny of figures would be more apt to mislead than to guide to a sound appreciation of the facts.

**Cognizable cases.**

34. The total number of true cognizable cases dealt with by the Police during the year was 5,955 as against 5,132 in 1918, an increase of 823 cases on the figures of the year 1918. Eliminating class VI (offences against religion, public nuisances and offences under special and local laws) the figures are 5,094 as against 4,306 in 1918, an increase of 788 cases. The figure for the more normal year of 1916 being 3,777.

35. An analysis of the figures in the year under report shows a heavy increase in each of the four border districts and a less serious rise in the only district which was more or less immune from trans-border attack.

**Murder cases.**

36. The details of the total of murder cases (474 as compared with 353 in 1918) are given as follows :—

(*a*) plunder in 96 cases,
(*b*) relation between the sexes in 149 cases,
(*c*) blood feud in 58 cases,
(*d*) land disputes in 36 cases,
(*e*) other causes in 135 cases,

and no less than 130 of these murders are attributed to trans-border offenders.

37. The large number, however, which originated from relations between the sexes, must be mainly the work of residents of our settled districts. The Chief Commissioner is in entire agreement with the view expressed by the Inspector-General of Police that an early settlement of such disputes by tribal custom is a better preventive than security proceedings. Such proceedings involve an inquisition into and an exposure of domestic trouble which, in a community with a highly sensitive and vindictive code of honour, embitter rather than retard the progress of a feud. During this abnormal year of crime, the "preventive" sections of the Frontier Crimes Regulation were intensively utilised, and appear to have had little, if any, useful result.

**Offences committed with fire-arms.**

38. The serious rise in the number of offences committed with fire-arms illustrates the difficulty of dealing with a community which requires them at one moment for protection against its unruly trans-border neighbours and at another is tempted to employ them in the prosecution of its internal vendettas.

**Dacoities.**

39. No less than 313 dacoities were committed during the year as compared with 92 in 1918, a great proportion of the raids being the work of trans-border men, particularly Mahsuds in the Dera Ismail Khan. District (162 cases) and Afridis in the Peshawar District (82 cases). There was, at the same time, a tendency on the part of local ne'er-do-weels to imitate these activities, and there is little doubt that in many cases they succeeded in shifting the blame to trans-frontier tribesmen. It is satisfactory to note that raiding gangs, in spite of their extended operations, did not by any means succeed in having it all their own way. The Inspector-General of Police records several cases of most successful resistance by the Police and local people or by both combined.

**Kidnapping.**

40. The total number of persons kidnapped by trans-border offenders was 271 as against 38 in 1918 and 113 in 1917, the details being 168 Muhammadans, 102 Hindus and 1 European. Of these 215 have regained their liberty, the greater majority of them (183) without payment of ransom. The preponderance of Muhammadan victims is remarkable.

**Burglary.**

41. There were 1,370 cases of burglary during the year compared with 1,213 in 1918, *i.e.*, an increase of only 157 cases.

**Theft.**

42. There was a slight increase in the number of robberies and thefts and a slight decrease in cases of grievous hurt.

**Investigation.**

43. The total number of cases investigated by the Police was the largest for the last 8 years and nearly 20 per cent. more than in 1919. 88 per cent. of these were returned as true cases, of which only 37 per. cent. were sent for trial.

**Conviction.**

44. The ratio of convictions to true cases investigated was the lowest for the last 8 years, *viz.*, 25·3 per cent.; but here more than in any other respect bare statistics are a most misleading index to the true efficiency of Police working. The Great War and its aftermath have involved the force in an embarrassing number of extraneous duties such as action against trans-border offenders and the arrest of large number of military deserters; and they have had far from sufficient time to devote to their normal functions. When these facts are taken into consideration it is clear that the percentage of convictions obtained in ordinary cases is, if anything, more creditable to the department than the higher ratio obtained in normal times.

**Strength of the Police Force.**

45. The force which thus ably sustained its greatly enhanced burden was but little augmented to meet the emergency. With the exception of the City Police Battalion, which was raised in May 1919 for the better protection of Peshawar, the increase to the total strength was hardly appreciable.

**Proclaimed Offenders.**

46. Proclaimed offenders rose from 1,300 to 1,371, and persons under Police surveillance from 2,295 to 2,425.

**Rewards.**

47. The Chief Commissioner endorses the Inspector-General's remark on the uselessness of low rewards and high punishments as a means of inducing

village officials and villagers to assist the authorities in preventing and suppressing crime. The considerable decrease of Rs. 2,113 in the amount spent on reward was unsatisfactory. Special attention has been directed to the grant of prompt and liberal rewards.

Martial Law.

48. Agitation over the Rowlatt Act, the disturbing effects of the Punjab riots, and the almost incredible confidence in the superiority of the Afghan army combined to produce, early in May 1919, a highly dangerous situation in and around Peshawar, so much so that it became necessary early in that month to proclaim Martial Law throughout the Peshawar District.

Criminal Investigation Department.

49. The Criminal Investigation Department staff discharged their duties during a year of even more than usual responsibility and difficulty with their usual zeal and efficiency.

Internal Administration.

50. At the end of the year under report vacancies in the Police force numbered 82. The total of resignations was 239. Seventy-nine per cent. of the upper subordinates have passed through the Police Training School at Phillaur, and 21·2 per cent. of the rank and file are educated. The steady increase in the number of men trained in first aid was well maintained. As regards discipline the number of departmental punishments showed a slight increase on the previous year, from 585 to 608, but the number of dismissals included therein decreased from 61 to 40.

### Chemical Examiner.

[ For further particulars see the Report of the Chemical Examiner to Government, North-West Frontier Province, for the year ending 31st December 1919. ]

51. One hundred and forty-eight cases were received and examined during the year, the figure remaining practically stationary. There were 109 medico-legal analyses, revealing poison in 31 out of 52 human posioning cases, and in 9 out of 10 cattle poisoning cases. In both classes of case arsenic was the chief agent, though opium was also popular. Twenty-seven cases were sent to the Imperial Serologist as against 16 in the preceding year.

## 4. Criminal Justice.

[ Further details will be found in the Provincial Criminal Justice Administration Report for the year ending 31st December 1919. ]

General.

52. The year 1919 was marked by a very large increase in the incidence of serious crime, *viz.*, murder, kidnapping and dacoity. There was also a serious increase in the number of cases of rioting, attempted murder, aggravated hurt, robbery, criminal trespass resulting in death, and receiving stolen goods. The Judicial Commissioner attributes this unhappy record to the state of unrest caused by the reaction from the Punjab disturbances, by the outbreak of the Afghan War and by the active hostility of trans-frontier tribes. A contributory cause was the general disregard for human life in the minds of many who had fought in the Great War accentuated by the prevailing scarcity and high prices.

Duration of trials.

53. The average duration of trials improved from 10 to 7 days. Results were very unsatisfactory in Dera Ismail Khan, where the figures rose from 11 to 16 days. This was largely due to the dilatory methods of the Tahsil Courts, where the average increased to 20 days. Hazara gave the best results with 5 days, followed by Bannu with 6.

Imprisonment awarded.

54. The number of persons sentenced to various terms of imprisonment was 2,666 as compared with 2,614 in the previous year. Resort was made to simple imprisonment in 124 cases against 104 in 1918.

Matrimonial Offences.

55. The number of convictions in offences relating to marriage showed a further drop, for out of 991 as against 855 persons brought to trial in 1918 only 83 were punished. The proposal to inaugurate a system of registration of marriages did not materialize as the opinion of District Magistrates, to whom it was referred, did not favour it.

**Capital Offences.**

56. The capital sentence was passed by Sessions Judges on 47 persons including 3 whose cases were pending from last year compared with 31 in 1918. Of these the sentences of 19 were confirmed by the Judicial Commissioner, while in the case of 15 the sentences were commuted to transportation for life and the convictions and sentences of 3 were altered. Six persons under sentence of death were acquitted.

**Frontier Crimes Regulation.**

57. Four hundred and ninety-one cases and 1,483 persons were referred to Council of Elders under Section 11, Frontier Crimes Regulation, during the year under report. Five hundred and sixty persons were convicted, or about 40 per cent. of the persons tried. In the Peshawar District out of 200 persons tried only 60 were convicted.

**Appeals.**

58. The number of persons who appealed to District Magistrates rose from 550 to 610. In the case of 31 per cent. as compared with 40 per cent. the sentences were reduced or reversed, while the power of enhancement was exercised in the case of 6 persons. The average duration of appeals rose from 11 to 17 days.

59. Applications in revision to the superior Courts totalled 840. Of these no more than 181 were presented in the Courts of District Magistrates. This is a very small proportion of all the cases with which the subordinate Courts are called upon to deal and the point is of importance as showing the few occasions on which the correctness of summary dismissals was challenged.

## 5. Prisons.

[ Futher details will be found in the Provincial Report on the Adminstration of the Jails for the year ending 31st December 1919. ]

**Numbers of prisoners.**

60. The total population of all jails and lock-ups in the Province increased from 2,322 on the 1st January 1919 to 2,485 on the 31st December 1919. The average number during the year, however, was practically the same as that for the year 1918. Three hundred and thirty-four prisoners obtained their release in pursuance of the general orders passed at the time of the declaration of peace with Germany.

**Accommodation.**

61. It is unsatisfactory to note that the Kohat Jail was overcrowded throughout the year and the other jails for periods varying from 45 to 340 days. The overcowding, however, was not serious, and was no worse on the average than in the previous two years; and it is to be hoped that with the return of more normal conditions as regards admissions and the removal of the financial stringency which, with the great cost of materials and labour, prevented building operations being undertaken on an adequate scale, this defect may disappear altogether. A step in this direction was made by the completion of new barracks in Dera Ismail Khan Jail to accommodate 200 additional prisoners.

**Health.**

62. The health of the jail population was excellent throughout the year, the average number of sick daily being 48 for all jails, giving a per *mille* ratio of 22 as against 71 and 36 respectively in 1918. Deaths were also much fewer than in the previous year, being only 48 or 22·09 per *mille* as against 104 or 52 per *mille*. This very marked decrease may, of course, be explained by the absence of great epidemics such as scourged the whole of India, and this Province in particular, in the previous year; but some credit is to be attributed to strenuous prophylatic measures.

**Jail Establishment.**

63. The resignations of warders on the same scale as in the previous year continued, and the Chief Medical Officer remarks upon the difficulty in obtaining desirable recruits for this service, or indeed any good recruits at all. The shortage was, however, counterbalanced by the loyalty and good behaviour of those who remained and by the excellent work done by the convict officials. It may be remarked that the latter class are of a particularly good quality in this Province, convicts being in many cases led into law-breaking by the Pathan code and the *lex talionis* rather than criminals in the ordinary sense of the word. No less than 11 per cent. of the population of the jails was employed on this duty.

64. The Chief Commissioner notes with pleasure that it was found necessary to inflict corporal punishment on convicts only three times in all as against ten times in 1918. Conduct of convict population.

65. The continued rise in the cost of almost all commodities caused a further increase in the gross expenditure on guarding and maintaining prisoners, which came to Rs. 126-5-6 a head against Rs. 116-9-9 in 1918 in spite of a rigorous exercise of economy. An increase of Rs. 4,005 appears under the head "Hospital charges;" this is due to the increased quantity of quinine and English medicines purchased, and to the carrying out of inoculation against cholera in the Peshawar Jail. Expenditure.

66. The woollen industry in the Peshawar Jail was run at a considerable loss, but the lithographic printing department, as indeed all other industries in this and other jails, was able to show a handsome profit. Jail Industries.

## 6. Civil Justice.

[Further details will be found in the Provincial Civil Justice Administration Report for the year ending 31st December 1919.]

67. During the year 1919 the total volume of civil litigation in the Province slightly increased. The number of suits was 26,860 against 26,580. The peculiar feature of the year was the noteworthy decrease in suits for money, especially in the Peshawar and Hazara districts. There can be no doubt that in spite of abnormal disturbed conditions and unrest, both external and internal, agriculturists were specially prosperous, and the value of land rose in a marked degree. The percentage of suits instituted by money-lenders against agriculturists decreased substantially, while there has been a remarkable expansion in suits for pre-emption. Both these features are illustrations of rising land values. Institutions.

68. There was a remarkable expansion in pre-emptive litigation. With the exception of Kohat, where the figures fell from 195 to 163, there was a general rise all over the Province. It was most marked in Hazara and Bannu. In the former district the figures rose from 480 to 588 and in Bannu from 134 to 211. Peshawar records an increase of 72 and even in Dera Ismail Khan the number of suits rose from 53 to 87. The speculative spirit was not so pronounced as in former years and the increased activity was doubtless due to the general rise in the value of land. Pre-emption.

69. The total value of suits instituted during the year fell from Rs. 64,83,188 to Rs. 63,15,739. This represented an average of Rs. 219 per suit compared with Rs. 240 in 1918. Value of suits.

70. The average duration of contested cases fell from 37 to 29 days and of uncontested from 26 to 24. Duration of suits.

71. Commissions show a further fall from 301 to 250. The less frequent resort to this vicarious form of inquiry is satisfactory and recent inspections show that the abuses referred to in previous reports have been largely removed. Commissions.

72. The total number of suits before the Courts for disposal was 30,633 compared with 29,748 in the preceding year. Of these 89 per cent. as against 92 per cent. were disposed of. The pending file rose from 2,640 to 3,314. In Peshawar and Kohat the arrears were especially heavy. In the latter district they were practically double those of the preceding year. District Judges disposed of 781 regular suits during the year as compared with 675 in 1918. This larger outturn was due partly to the relief from criminal work of the District Judge of Peshawar, but all District Judges contributed to it with the exception of the District Judge of Kohat, whose disposals fell from 104 to 79. Disposal by Assistant Commissioners declined by 146, as was to be expected in a year in which political and administrative considerations overshadowed everything else. The outturn of the Honorary Civil Judges recorded a slight increase. Five hundred and six appeals were disposed of by District Judges as against 557 in 1918. The original orders were reversed or modified in 34 per cent. of the decisions compared with 30 per cent. in the preceding year. The percentage of interference was highest in Kohat (48 per cent.) and lowest in Peshawar (21 per cent.). Divisional Judges disposed of 736 regular appeals compared with 911 in 1918. During the year the work of the Divisional Court, Peshawar, suffered Disposal of work.

from very considerable dislocation. The Divisional Judge was called upon to act as Judicial Commissioner for some 2½ months and the Additional Divisional Judge had to cope single-handed with the work of two Judges for that period. Further, the work of the Income-tax Commissioner was imposed upon the Additional Divisional Judge and this duty absorbed a month. The benefit of an Additional Judge, therefore, was not felt for more than 7 months. Eighty appeals and 147 revisions were disposed of in the Court of the Judicial Commissioner against 120 and 264 in 1918. The average duration of appeals from decrees was 103 days as compared with 73 days in 1918. This delay was due largely to the restrictions placed on travelling during the Martial Law period.

**Execution of decrees.**

73. There were 21,353 applications for execution of decrees as against 22,812 in 1918. Of these 19,257 were disposed of. The percentage of infructuous decrees, of those satisfied in part and of those satisfied in full showed no change. Out of a sum of Rs. 24,04,941 to be recovered in execution the sum of Rs. 11,06,164 was realized. This represents a percentage of 46 per cent. as in 1917.

**Processes.**

74. In the more disturbed parts of the Province special conditions have militated against efficiency. The difficulty was accentuated by the prospects of good pay held out by other departments which caused defections. This necessitated the employment of persons of very low qualifications to act as process-servers with the result that work showed an all-round decline. It is hoped that the revised scale of pay, which, it is understood, will be shortly introduced, will raise the general standard of work to a higher level.

**Insolvency.**

75. There was a further fall in the number of applications for an adjudication in insolvency from 152 to 134. In only 36 of these was a declaration granted. The working of the Insolvency Law showed an all-round improvement.

**Guardians and Wards Act.**

76. The number of applications under the Guardians and Wards Act increased from 218 to 296. The rise was general in all districts except Kohat. As usual, very few applications were granted, the predominent motive in most cases being the personal benefit of the applicant rather than any consideration for the interests of the minor.

## 7. Registration.

[Further information will be found in the Provincial Report on Registration for the period ending 31st December 1919.]

**Compulsory registration.**

77. The total number of compulsory documents relating to immovable property rose from 11,366 to 13,266 while the total value of the property affected increased by the very large figure of 42 lakhs as against 10 lakhs in the previous year. In the districts of Peshawar, Hazara and Kohat the increase in transfers was probably due to the return of large number of sepoys and labourers from the War and from foreign countries with large accumulated savings. The enormous sums made by contractors and large traders of late years have also been to some extent invested in land and this factor, besides involving many transfers, has driven the price of land to an abnormal level, particularly in the neighbourhood of Peshawar. The main increase, however, occurred in the Peshawar District. In Bannu and Dera Ismail Khan the expansion in registration business was mostly confined to town lands and was due to the rush of Hindus to the towns, owing to the depredations of raiders.

**Optional registration.**

78. The business connected with optional registration of immovable property is not of any importance in this Province. The number of documents registered during the year was 525 worth Rs. 1,07,570 as against 496 worth Rs. 58,995 the preceding year. The whole of the increase is confined to Peshawar District, and may be taken as evidence of appreciation of the security afforded by registration. In all other districts there has been a steady annual decrease both in number and value, owing to the tendency of the people to rely upon mutation procedure as being less costly and troublesome

than registration. The aggregate value of movable property transferred fell from Rs. 2,19,200 to Rs. 1,44,787.

79. The total income of the year advanced by over 25 per cent. owing to the increase in the value of documents registered, while the expenditure shows an increase of some 20 per cent., largely due to entertainment of establishment for the newly-appointed Honorary Sub-Registrar at Mardan. **Income and Expenditure.**

## 8. District Boards.

[Further details will be found in the Provincial Report on the working of District Boards for the year ending 31st March 1920.]

80. The constitution and jurisdiction of the Boards remained the same as in the previous year. The District Reports reveal no new feature and with few exceptions little improvement in the working of the Boards. In some instances considerable interest was taken with regard to public works, cattle-breeding and education. It appears that the absence of interest of members in the working of the Boards was largely due to the want of any real authority or control. The greater part of their income was ear-marked for the expenditure of various departments and in each department the expenditure was supplemented by grants from Government which were in the hands of the head of the department. The whole authority, therefore, rested with the head of the department who controlled the only elastic part of the income and consequently the expenditure. The matter is receiving the attention of the Chief Commissioner but there seems little hope of giving the Boards more authority in the control of their affairs unless the finances actually controlled by them are materially augmented. The system of granting travelling allowance to members who have to travel more than five miles to attend at meetings of Boards and Sub-Committees was sanctioned after the close of the year and it is expected that this will lead to an improvement in the attendance of the members of those Boards which adopt it. **Working of the Boards.**

81. As regards education, 13 new primary boys' schools and 2 girls' schools were opened and 5 primary schools were converted into lower vernacular middle schools in the Hazara District, and the status of three primary schools in the Bannu District was raised to that of the lower middle. **Education.**

82. Horse shows and cattle fairs were held in each district and were well attended. Progress, however, is slow in breeding both horses and cattle and many of the best horses bred locally were sent to shows in the remount districts of the Punjab, where better prices were obtainable. **Horse and cattle breeding**

83. No new buildings of any importance were constructed by the Boards during the year. The total expenditure of the Boards on public works was less than half that on education, and nearly one-third of the expenditure on public works was spent on repairs to roads. **Public Works.**

84. The total income of the District Boards, excluding "Debt Head Transactions," amounted to Rs. 7,85,904 against Rs 7,36 622 last year, and the expenditure was Rs. 7,73,336 against Rs. 6,29,177. The variations under the principal heads are described below:— **Income and Expenditure.**

(*i*) *VI—Local Rates.*—The income amounted to Rs. 2,00,764 against Rs. 2,21,955 last year. The decrease is shared by all districts except Hazara, the principal decrease being Rs. 18,616 in Dera Ismail Khan due to bad harvests during the year.

(*ii*) *XIX and 22—Education.*—Both the income and expenditure under this head rose from Rs. 3,24,628 and Rs. 3.25,053 to Rs. 3,72,918 and Rs. 4,09,880 respectively. The increase in income occurred in all districts except Dera Ismail Khan, and is due to increase of Government grants for raising the pay of teachers, opening of new schools and grant of war allowances to the establishment. The same causes are responsible for increase in expenditure which occurred in all districts.

(*iii*) *XX and 24—Medical.*—The income under this head fell from Rs. 32,708 to Rs. 31,534, showing a decrease of Rs. 1,174. The expenditure rose from Rs. 65,357 to Rs. 77,378. The increase occurred in all districts and was due to the increase in the pay of the medical staff, grant of Afghan War allowance to the establishment and to preventive measures taken against cholera and influenza in Kohat and influenza in Dera Ismail Khan.

(*iv*) *XXX and 43—Irrigation Minor Works.*—As usual this head relates to the Peshawar District only. The demand for the year creditable to District Funds was Rs. 10,872 against Rs. 12,232 last year, showing a decrease of Rs. 1,360 due to a contraction of the area irrigated. The total amount recoverable during the year including Rs. 13,284 remaining from last year, amounted to Rs. 24,156 and of this amount Rs. 9,750 were realized. The expenditure on canals was Rs. 11,319 against Rs. 11,861 last year. The figures of net demand and expenditure show a loss of Rs 447 or 1·9 per cent. on the capital outlay of Rs. 23,000. The Michni-Dilazak Canal is not satisfactory and various schemes are under consideration for improving it. The Doaba feeder and Shabkadar branch have been seriously affected by the Upper Swat Canal. It is hoped that when the Abazai weir is completed irrigation from these canals will again improve.

(*v*) *XXXI and 45—Civil Works.*—The income rose from Rs. 1,03,309 to Rs. 1,25,989. The chief increases occurred in Peshawar (Rs. 32,010) and Dera Ismail Khan (Rs. 2,914) due to increase of Government grants for school buildings.

## 9. Municipal Administration.

[ Further details will be found in the Provincial Report on the working of Municipalities for the year ending 31st March 1920. ]

**Working of the Committees.**

85. The number and constitution of the committees remained the same as in previous years. There was no tendency for Municipal government to spread, and in some small towns the inhabitants expressed a desire to be released from this form of control. One hundred and twenty ordinary and 38 special meetings were held by the Committees of Municipalities and Notified Areas during the year against 123 ordinary and 51 special meetings last year. The attendance of non-official members at meetings increased in every Municipal Committee. The Committees of Notified Areas showed a falling off in this respect, the decrease being in Nawanshahr (13 per cent.), Becketganj-Khwajaganj (1 per cent.) and Tank (33 per cent.). No occasion arose to adjourn any meeting for want of a quorum or to set aside the proceedings of any committee on the ground of irregularity. There was a certain amount of party-feeling among the members of the Abbottabad Municipal Committee, but good work was done by some of them. In Peshawar the members lacked initiative, but where given a lead by official suggestion, they were ready to follow and discharge their duties well. The scheme for the introduction of partial election of members of the committee was still under consideration, and it is hoped that it will be introduced during the current year. The working of the committee as then constituted will be watched with interest. The activities of the Kohat Committee also depended mostly on the energies of its officials, and the main work fell on the Honorary Secretary. The general attitude of the members of the Bannu Committee towards their public duties was very satisfactory. Faction-feeling was strong in Kulachi and coloured the views of most of the members on public questions.

**Income and Expenditure.**

86. The percentage of expenditure on education decreased slightly in Peshawar and Bannu and increased in other Municipalities, while that on medical relief increased slightly in Abbottabad and Dera Ismail Khan and decreased in other Municipalities. The income from octroi was Rs. 7,85,864 against Rs. 6,75,212 last year. The increase was shared by all Municipalities,

and was due to the further rise of prices resulting in increased income in the case of articles subject to *ad valorem* duty. Octroi refunds fell from Rs. 3,68,714 to Rs 3,22,329, the decrease being chiefly in Peshawar. The percentage of refunds fell in all Municipalities except Haripur and Dera Ismail Khan, where it increased slightly. The fall was most marked in Peshawar being 43·99 per cent. due to the stoppage of trade with Afghanistan during the recent disturbances and to the restriction imposed on goods traffic by rail. In Peshawar the proposal to substitute a terminal tax for octroi is under consideration. Arrangements were made to obtain the services of special auditors from the Local Audit Department for the preparation of schedules. Certain statistics were also called for from the Railway Audit Department, and when these are received work will commence. Expenditure increased in all Municipalities, the most marked increase being in Bannu. The increase in all cases was due to the grant of war allowances to establishment. The income from taxes and rates was Rs. 6,309 against Rs. 6,873 last year. The income from "Taxation and other sources" of the Notified Areas amounted to Rs. 1,22,908 against Rs. 1,22,352 last year.

Closing balances.

87. The balances of the Municipalities at the close of the year aggregated Rs. 12,44,430 in cash and Rs. 10,13,416 in securities against Rs. 10,47,977 in cash and Rs 9,49,947 invested last year. The balances of the Notified Areas were Rs. 90,532 in cash and Rs. 70,850 in securities against Rs. 90,336 in cash and Rs. 70,850 in securities last year.

## MILITARY (RECRUITING).

88. From 1st January 1919 to 31st December 1919, a total of 1,944 men were recruited, of whom 1,431 were combatants and 513 non-combatants.

# CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

[ Further particulars will be found in the Provincial Land Revenue Report for the agricultural year ending 30th September 1919. ]

**Wheat.**

89. The Australian wheat named Federation yielded the extraordinarily good crop of 40 maunds per acre on 10 acres at the Tarnab Farm. Several cultivators in the Province harvested over 30 maunds per acre of this variety. Federation does not, however, yield very well on poor or badly cultivated land. On rich irrigated fields, on the other hand, where the local varieties of wheat are liable to lodge, Federation is appreciated and its seed is much in demand. The grain stores mentioned in last year's report could not be used this year: they did not prove rain proof nor was transport available to convey grain to Tarnab from the tracts where pure seed might have been procured. The stores will be fit to hold grain this year.

**Sugarcane.**

90 The experiments which have been in progress at Tarnab for some years on the effect of windrowing on the composition of sugarcane were brought to a conclusion this year. It has been determined (1) that storage of sugarcane by windrowing can be successfully carried out in the Peshawar Valley; (2) that windrowing causes the purity of the juice to deteriorate, but at the same time leads to a concentration of the juice, with the result that the amount of crystallizable sugar per unit weight of juice remains approximately constant; (3) that the weight of sucrose and crystallizable sugar contained in a crop of windrowed cane increases rapidly at first: that this is followed by a period during which it remains practically constant, after which deterioration sets in; (4) that the period during which cane can be stored varies with different seasons, but in any particular season appears to be determined by the incidence of heavy rain.

**Cattle.**

91. The herd of Awankari cattle at Tarnab now numbers over 40 head, and comprises several very fine specimens of this handsome and much appreciated breed. Six young bulls bred at Tarnab are now fit for service in the districts of the Province, and will be handed over to the Civil Veterinary Department next year.

**Sheep.**

92. Fifteen to twenty young rams of the Pushti-i-Kuh Hashtnagari cross will be ready to distribute among the flocks of the Province next autumn. The flock at Tarnab has thriven well, and in the first cross it may certainly be said that the imported Pushti-i-Kuh ram has got lambs superior to those of the pure Hashtnagari breed. It is not yet known if the two Pushti-i-Kuh rams which were sent to the Kurram Valley have got good progeny. The ram placed in Shabkadr failed to get many lambs.

## 2. Weather and Crops.

[ Further information will be found in (1) the Provincial Report on Season and Crops for the year ending 31st March 1920; (2) the Agricultural Statistics of India, Volume I, Tables II and III; (3) Estimate of area and yield of certain principal crops in India; (4) Prices and wages in India; and (5) Variation in Indian Price Levels. ]

**Character of the Seasons.**

93. The rainfall in May 1919 was widespread and average or above the average in all the districts and agencies except Hazara, Peshawar and Dera Ismail Khan. The rains in June were, however, much below the average everywhere. In the Tochi and Kurram agencies no rain at all was received in June.

94. July brought heavy and well distributed rain, which, though a little below the average in the Peshawar and Kohat districts, led to extensive sowings both on irrigated and unirrigated lands. The rainfall in August was on the whole generally above the average except in Dera Ismail Khan and

the Tochi ; the former received no rain at all that month, the result being a large failed area. In September the rainfall was average or above the average in Hazara, Dera Ismail Khan and the Kurram, but much below average in other places. In the Tochi Agency no rain fell in this month.

95. October and November were almost dry months but good and well distributed rains fell throughout the Province in December, and the rainfall in January 1920, which was also above the average on the whole, led to a further extension of sowings. The further rainfall in February and March, though below the normal in places, benefited the standing crops in spite of hail-storms which occurred in certain villages of the Kohat, Bannu and Dera Ismail Khan districts and the Kurram Agency and did some damage to the standing crops, especially in the Kohat District. Remissions of land revenue were found necessary in some cases.

Sown and cropped areas.

96. The total area sown in the year under report amounted to 2,675,141 acres which was 17 per cent. more than the corresponding figures of the preceding year but 1 per cent. below the normal area. The increase, which was shared by all the districts except Hazara District and the Tochi and Kurram agencies, occurred on both irrigated and unirrigated lands, especially the latter, and was due to timely rains at the sowing seasons. The total area harvested was 2,297,269 acres as compared with 1,970,792 acres in the previous year. The total area sown in Kharif 1919 was 25 per cent. more than that sown in Kharif 1918 and 2 per cent. above the normal area. The total area sown with Rabi crops was 14 per cent. better than last year but 2 per cent. below the normal. The increase was mainly confined to unirrigated areas.

Irrigated areas.

97. The total area of crops irrigated during the year was 973,871 acres as against 942,074 acres in the preceding year and an average irrigated area of 893,500 acres. It represented 36 per cent. of the total area sown. The increase occurred chiefly in the Peshawar and Dera Ismail Khan districts where the irrigated area improved by 24,998 and 8,951 acres respectively. In the former district it is due to the extension of irrigation from the Upper Swat Canal, while in the latter district the increase is ascribed to the improved working of the Paharpur Canal. The area irrigated by canals amounted to 789,652 acres or 29 per cent. of the total area sown. Of this 360,558 acres were watered by Government canals and 429,094 acres by private canals.

Chief staples.

98. The gross yield of the principal crops as compared with the normal yield was as follows :—Above normal—wheat 1 per cent., sugarcane 9 per cent. and gram 26 per cent. Below normal—rice 8 per cent., jowar 3 per cent., bajra 32 per cent., maize 41 per cent., cotton 4 per cent., barley 6 per cent. and rapeseed 46 per cent. Wheat again accounted for 38 per cent. of the total area sown.

Harvest prices.

99. Prices of food-grains generally ruled high during the year throughout the Province though exports from the Province and local purchases for military purposes were prohibited except under permits from the Director of Civil Supplies. The main causes were the concentration of troops and followers in the Province owing to the outbreak of the Afghan War, depreciation in the value of money, and shortage in production. However, in the Bannu District, prices were easier than last year, as the result of good harvests and of the restrictions imposed on export of food-grains.

Trade and food stocks.

100. The total quantity of cereals and pulses exported to trans-frontier countries fell considerably from 158,592 maunds in the previous year to 46,080 maunds in the year under report. The principal grains exported were wheat and other unirrigated crops, which accounted for 20,328 and 14,887 maunds respectively, or about three-fourths of the total exports. The disturbed conditions across the border and the Waziristan blockade are in the main the cause of this shrinkage in trade. Stocks of grain were generally sufficient to meet normal local requirements.

Census of cattle.

101. A quinquennial census of cattle was taken in February 1920. As compared with the last census there has been a general decrease in agricultural stock under all heads, except mules. The number of cattle of all sorts

belonging to trans-border immigrants included in this census amounted to 52,280 as compared with 190,775 at the last census, this was largely owing to the restrictions placed on immigrants. The census came at rather an unfortunate time following, as it did, a year of war and frontier disturbances, and also a severe season of drought (in the *barani* tracts) in 1918. Widespread epidemics of cattle-disease followed which the already greatly debilitated stock was unable to withstand.

There is reason to hope that the serious decrease in cattle stocks is due to abnormal conditions and that an early recovery may be expected, though as very high prices are paid throughout the Province for butchers' meat, people are tempted to sell animals which they cannot really spare.

## 3. Arboriculture and Horticulture.

[ Further details will be found in the Provincial Reports on the working of District Boards and Municipalities for 1919-20. ]

102. The District Boards spent Rs. 23,639 on arboriculture as against Rs. 16,143. and Rs. 4,862 on botanical and other public gardens compared with Rs. 3,677 in the previous year. The income from the latter head was Rs. 1,537, and Rs. 6,994 were received on account of sale-proceeds of trees, grass, etc., as against Rs. 2,199 and Rs. 7,024 respectively in 1918-19. The expenditure of Municipal Committees on arboriculture, public gardens and experimental cultivation rose from Rs. 55,058 in 1918-19 to Rs. 79,923 in 1919-20.

## 4. Forests.

[ Further particulars will be found in the Provinical Progress Report on Forest Administration for the year ending 30th June 1920 and in the Statistics of British India, Volume II—Financial Statistics.]

**General.**

103. It was intended to commence the revision of all existing plans on the lines of the preliminary working plan report approved by the Inspector-General of Forests during the year. However the heavy work devolving upon the Deputy Conservator of Forests by the commencement of departmental exploitation of most of the Hazara forests coupled with the fact that he could not be relieved of any of his duties as Divisional Forest Officer until the 1st April 1920 when the old Hazara Division was divided, made the commencement of the work impossible. Accordingly the revision was, with the Hon'ble the Chief Commissioner's approval, again postponed for another year or eighteen months. While in many ways such postponement was regrettable, yet the heavy spade work involved in organising departmental exploitation on a large scale would make it inadvisable to increase the volume of timber to be handled by the department suddenly beyond that already to be handled under existing plans. It is moreover probable that this postponement, though not dictated by that consideration, will enable the Working Plans Officer to avail himself of the services of the Forest Engineer allotted to the North-West Frontier Province from the commencement. So far as demand and the labour supply would allow working plan prescriptions were carried out. However in Upper Hazara Division work fell considerably in arrears especially in the Siran Range, and it was found necessary to postpone the exploitation of arrears from previous years. Moreover in Lower Hazara Division lack of demand precluded the full exploitation of oak, while no fellings took place in the Jhelum Working Circle of the Thandiani-Dungagali Working Plan as the annual yield being small it was considered advisable to allow an accumulation of two or three years' prescriptions. On the other hand the department felled trees prescribed for extraction in 1920-21 in advance to enable logs to reach the river bank early in the year of prescription so that they could be floated in the spring floods : the number of trees so felled was 460.

**Roads and Buildings.**

104. Rs. 3,223 were spent on repairing 178 miles of existing bridle and inspection paths as compared with Rs. 2,465 spent in 1918-19. The chief item of expenditure under the head of buildings was the acquisition of land for additional quarters for gazetted and subordinate establishment ; this item accounted for a sum of Rs. 4,867. A commencement was made with

the extension of office accommodation at head-quarters, necessitated by the large increase of staff due to administrative changes. A sum of Rs. 2,067 was spent on the provision of accommodation for subordinate establishment. Other new works were of no great importance. The total expenditure on all new works amounted to Rs. 9,863.

Protection.

105. The total number of cases which came under observation during the year was 1,459 against 1,731 cases last year. There was thus a fall of 272 cases as compared with last year and of 582 cases as compared with the triennial average. The drop in the total number of cases was due in part to a successful fire season but mainly to the results of a more liberal attitude towards the people, who now have every reasonable facility for using the reserved forests. The reduction in the number of forest cases by nearly 40 per cent. during the past five years is a matter of great satisfaction to the department, which is anxious that as far as possible no vexatious restrictions should be imposed on villagers living in the neighbourhood of the reserves. None of the cases of fires were of a serious nature. Cases under the head of unauthorised fellings and removal of forest produce have remained stationary. Cases of unauthorised grazing show a slight increase on the previous year. The area burnt during the year was 885 acres, the only serious fire being that in Bazkhan forest.

Sylviculture.

106. Existing regeneration of deodar was in a fairly satisfactory state in localities specially suited to it, but there is little doubt that this tree is decreasing in quantity as a whole in the district. The regeneration of blue pine (*P. Excelsa*) was extremely satisfactory throughout those parts of the district suited to its growth. This tree is spreading rapidly at the expense of both deodar and even silver fir; as the tree is a rapid grower and the quality of its timber is good, its spread at the expense of the slower growing deodar and the low quality silver fir is perhaps not to be regretted, especially as it may prove a valuable source of resin supply. Reproduction from coppice shoots was reported to be quite satisfactory. Walnut nurseries in Nagan are proving a success, and direct sowings of walnut showed a small average of failures. The depredations of monkeys and rats gave a certain amount of trouble but it appears that there will be no difficulty in raising well stocked plantations of walnut in the Nagan forest and similar localities.

Exploitation.

107. A big step forward was made during the year in extending departmental agency to the whole of the Hazara reserved forests. Sanction was accorded to the employment of exploitation officers with a full subordinate staff. The administration and control of exploitation work was separated from the ordinary forest administration by the formation of a separate works division under the direct charge of the Deputy Conservator of Forests who, however, retained direct control over the purely forest divisions and their staffs, thus ensuring co-ordination of work between the two branches. Departmental operations were extended to the Kagan Valley and the forests of the Thandiani Range leaving only Siran Valley forests to be taken up, these forests being still in the hands of the purchasers of standing trees. The department removed 267,000 cubic feet of timber as compared with 171,000 cubic feet in 1918-19. The value of sales rose from Rs. 52,556 in 1918-19 to Rs. 1, 52,742. The department removed 197,000 cubic feet solid of firewood and charcoal as against 234,000 cubic feet solid in 1918-19. The value of sales was Rs. 60,282 against Rs. 46,259 in the previous year. The decreased outturn was due to a smaller demand by the Military Authorities (who are the biggest buyers) for firewood for troops stationed in the Hazara Gallies. The increase in value of sales was due to the advance payment of Rs. 15,000 by the Supply and Transport Corps against their estimated requirements of firewood in the Hazara Gallies and larger sales from the Abbottabad Fuel Depôt, partly counterbalanced by smaller sales of charcoal. Tapping operations for resin covered an area of 730 acres as compared with 250 acres in the previous year, and 454 maunds of crude resin was collected against 87½ maunds in 1918-19: 382½ maunds were sold to the Punjab Forest Department at Rs. 8 per maund *f. o r.* Jalloo. Work was still only on an instructional scale.

PRODUCTION AND DISTRIBUTION.

Hazara Guzaras.

108. The Deputy Commissioner reports only 647 acres of village forest burnt as against 793 in the previous year. Twenty-six village forests were closed to felling during the year for breaches of rules.

Miscellaneous.

109. The results of the working of the Walnut Workshops at Jaba were far from satisfactory but work has again been confined chiefly to experimental work during the year.

Financial Results.

110. The cash surplus this year amounted to Rs. 88,207 as compared with Rs. 1,79,821 last year and a quinquennial average of Rs. 1,35,711. This fall in the surplus was foreshadowed last year and has not yet reached its limit; it was due to the transition from the system of selling trees standing to purchasers, to the system of exploiting timber and other forest produce by departmental agency, since a considerable period must elapse in bringing sawn products to the market, while on the other hand the immediate realization of the price of standing trees ceases. The result of the position described was a fall in the cash surplus during the transition period which it is hoped will be limited to a period of two or at the most three years, after which the cash surplus should be considerably in excess of anything realized under the system of selling trees standing.

## 5. Mines and Quarries.

[Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1920, the Report of the Chief Inspector of Mines in India for 1919, and in the Statistics of British India, Volume I—Commercial Statistics.]

Salt.

111. 615,469 maunds of salt were excavated as against 644,595 in 1918-19. The amount exported to Swat decreased by 5,536 maunds. No new outcrops were discovered during the year. The officials of the department were constantly in action against large bodies of raiders and acquitted themselves well.

Coal.

112. The only mine regulated by the Indian Mines Act (VIII of 1901) which worked during the year was the slack coal mine in the Hazara District. Its output was 20 tons of slack coal, valued at Rs. 100, as compared with 240 tons of coal earth, valued at Rs. 960 in 1918.

Lead.

113. A mining lease was granted to Seth Chuhar Lal & Sons who began work in a lead mine in the Hazara District.

Other Minerals.

114. Several applications for prospecting licenses for mineral oil were under consideration. The outturn and value of other minerals recovered in 1919, which do not come under the Act, was 302,869 cubic feet, or 11,217 tons of limestone, valued at Rs. 7,571, in the Peshawar District.

## 6. Manufactures.

[Further details will be found in the Provincial Report on the working of the Indian Factories Act for the year ending 31st December 1919 and in the Statistics of British India, Volume I—Commercial Statistics.]

Factories.

115. The number of factories under the Act in the Province decreased from 6 to 5. They are all situated in the Peshawar District. The Royal Flying Corps Workshop at Risalpur has been removed from the list as no power is used on the premises, except in the workshop lorries.

Inspections.

116. Owing to the absence of the Inspector of Factories, Punjab, North-West Frontier Province, etc., on military duty during the cotton season 1918-19 and subsequent absence on leave in England, no factories were inspected during the year.

Sanitary conditions.

117. The sanitary conditions and ventilation of the two Government factories were quite satisfactory, but there is nothing to show that any improvement has taken place in the ventilation in any of the ginning factories.

Wages.

118. During the year under review, there was an increase in nominal wages, but owing to the great rise in the prices of food-stuffs little or no increase in "real wages." Except in the Government workshop the labour is only seasonal, and the large majority are unskilled labourers on daily wages.

119. No factory owners in this Province provided quarters for their employés, and there did not appear to be any great demand for such housing accommodation. Housing.

120. Women were employed by the ginning factories only, but there is considerable doubt whether the hours of work are in accordance with the law. This will receive attention during the forthcoming season. Female labour.

121. No accidents were reported during the year. Accidents.

## 7. Trade.

[ Further details will be found in the Provincial Report on the External Land Trade for the year ending 31st March 1920 and in the Statistics of British India, Volume I—Commercial Statistics.]

122. Conditions throughout the year were abnormal owing to the Afghan War and operations in Waziristan and any detailed comparison with previous years will serve no useful purpose. The total volume of trade (including treasure) amounted to 394 lakhs of rupees against 456 lakhs in 1918-19. The decrease of 62 lakhs occurred entirely in exports and was mainly confined to Afghanistan, where the export trade fell from 146 lakhs to 85 lakhs. This was due to the commencement of hostilities with the Amir of Kabul in May 1919 and the total stoppage of trade during the Afghan War. Imports on the other hand showed an increase over last year, mainly in fruits and *ghi* The Afghan import trade is carried on almost entirely in the autumn and winter and peace was restored in time for the Afghan fruit crop to be brought to the Indian market, where high prices were realized. Total trade.

123. The proportions borne by the trade of each country to the total trade of the Province in 1918-19 and 1919-20 are given below :— Distribution of trade.

| | *1918-19.* | *1919-20.* |
|---|---|---|
| Tirah ... ... ... ... | 8 | 8 |
| Afghanistan ... ... ... ... | 51 | 57 |
| Dir, Swat and Bajaur ... ... ... | 30 | 30 |
| Buner ... ... ... ... | 1 | 1 |
| Waziristan ... ... ... ... | 5 | 1 |
| Kurram ... ... ... ... | 5 | 3 |
| Total ... | 100 | 100 |

This statement shows that Afghanistan accounted for more than half of the total trade of the Province, while there was no change in the trade with Tirah, Dir, Swat and Bajaur and Buner. The decline in the total trade with Waziristan was due to the blockade of the tribes, while Kurram trade was affected by the closing of the Thal route during the Afghan War, and the route remained insecure to the end of the year owing to the depredations of the Wazirs.

124. The total trade with Tirah fell from 35 lakhs, the highest recorded figure of last year, to 31 lakhs during the year under report. Imports contracted by Rs. 2,40,000 and exports by Rs. 1,32,000. In imports the chief decreases were under hides, skins of sheep, provisions, timber and wool (raw). On the other hand spices (other kinds), fibrous products, including jute, and fruits, show increases. The Tirah tribes were excluded from British Territory during the Afghan War and probably found a ready market for their hides in Afghanistan. The raising of the blockade and high prices brought their fruit into the Peshawar market in the autumn. The decreases in exports mainly appear under the heads cotton (raw), twist and yarn (European and Indian), indigo, rice (husked) and tobacco. They were to some extent counterbalanced by increases under heads earthenware and porcelain, rain crops, oil and sugar (unrefined). No special reasons can be assigned for these variations. Tirah.

125. The total trade with Afghanistan exclusive of treasure, slightly decreased during the year under report and amounted to about 221 lakhs of rupees as compared with 225 lakhs in the preceding year. The decrease was Afghanistan.

entirely confined to exports which fell from 146 lakhs in 1918-19 to 83 lakhs in 1919-20. Imports on the other hand exhibited an increase and rose from 79 lakhs to 137 lakhs. Among imports the most important increases occurred under the heads drugs (non-intoxicating), madder or manjit, dyeing material, fruits, leather (manufactured), mats, *ghi*, mustard and rape. The marked increase of 74 lakhs and one lakh in the imports of fruits and *ghi* respectively was due in each case to the rise in prices in India. The minor increases under other heads may be put down to the same cause. These increases in imports were however to some extent discounted by decreased imports of horses, ponies and mules, sheep and goats, asafœtida, hides, skins of sheep and goats, spices, tobacco, timber and wool (raw and manufactured), owing to the suspension of trade during the period from June to September. In exports the decreases appeared under all heads with the exception of drugs (non-intoxicating) and tea, which showed slight increases over last year's figures.

**Dir, Swat and Bajaur.**

126. Trade with Dir, Swat and Bajaur declined during the year and amounted to 120 lakhs of rupees as compared with 138 lakhs (including silver) in the previous year. The decrease was shared both by imports and exports: the former dropped from Rs. 48 lakhs to Rs. 39 lakhs and the latter from Rs. 90 lakhs to Rs. 81 lakhs. As compared with the preceding year the most noticeable decreases in imports fell under heads horses, ponies and mules, cattle, dyeing materials, fruits, gram and pulses, spring crops, rice (unhusked), rain crops, hides, skins of sheep and goats, horns, mats, oils, mustard and rape, spices, timber, wool (raw) and all other articles of manufactured merchandise. These decreases appeared to be mainly due to the stoppage of public goods traffic on the railway. The falling off in the import of timber was said however to be due to a tribal dispute regarding tolls. The shrinkage under head "all other articles of merchandise unmanufactured" is assigned to the fact that the trade in *kuth* has been entirely stopped by the control of this commodity by Government. The import of *kuth* was only allowed under permit. Imports of sheep and goats increased owing to the large concentration of troops in Peshawar which forced up the price of meat. In exports the principal contractions were under heads cotton (raw), twist and yarn (Indian), piece-goods (Indian), wheat, iron, petroleum, spices, tobacco and all other articles of merchandise manufactured and unmanufactured; while increases occurred under heads horses, ponies and mules, piece-goods (European), drugs (non-intoxicating), indigo, turmeric and sugar (refined and unrefined). No special reasons can be assigned for these variations.

**Buner.**

127. Trade with Buner amounted to Rs. 3,63,545 as compared with Rs. 4,59,732 in the previous year. The decrease was shared both by imports and exports and was partly due to the diversion of trade to the Malakand route but mainly to the general dislocation involved by the Afghan War.

**Waziristan.**

128. The total trade with Waziristan amounted to about 3 lakhs only as against 24½ lakhs in the preceding year. This was due to the blockade of the Wazirs. There was no trade at all from June to October 1919 and from February to March 1920. The trade with Southern Waziristan also declined from Rs. 16,98,743 to Rs. 1,49,524 for the same reason.

**Kurram.**

129. The Kurram road was closed to traffic for the period from May to September 1919, and consequently the trade with the Turis of Kurram declined considerably during the year.

**Tea.**

130. There was a considerable decrease in the value of Indian teas (green and black) exported to foreign countries, *viz.*, from Rs. 8,07,000 in 1918-19 to Rs. 3,31,000 in the year under report. The contraction was almost all confined to Indian green tea which declined by Rs. 4,48,000. Indian black tea decreased by Rs. 29,000 only. The falling off was most marked in the Afghanistan, Dir, Swat and Bajaur trade. The export of foreign teas to Afghanistan also fell considerably from Rs. 3,28,000 in the previous year to Rs. 1,61,000 in 1919-20. The decrease occurs entirely in the export trade of foreign black tea, which decreased from Rs. 3,15,000 to Rs. 97,000. Foreign green tea rose from Rs. 12,000 to Rs. 63,000.

131. The export trade in salt with foreign countries amounted to 141,000 maunds as compared with 182,000 maunds in the previous year. The decrease was almost all confined to the trade with Dir, Swat and Bajaur and is difficult to explain. Possibly Bajaur has been obtaining salt from Afghanistan. Salt.

132. The trade in treasure (silver) which was confined to Afghanistan, Dir, Swat and Bajaur amounted to Rs. 2,39,436 as compared with Rs. 10,17,340 in the preceding year. The decrease was shared both by imports and exports, the former falling by Rs. 6,76,610 and the latter by Rs. 1,01,294 and was probably due to the general contraction of trade and the hoarding of silver. Silver.

### Joint Stock Companies.

[ For further particulars see the annual report on the working of Joint Stock Companies in the North-West Frontier Province for the year ending 31st March 1920 and in the Statistics of British India, Volume I—Commercial Statistics. ]

133. No new company either limited by shares or guarantee was registered during the year nor has any gone into liquidation. The number of companies at work during the year under report was therefore the same as that at the close of the previous year, *i. e.*, 1 banking company and 8 social clubs. The banking company increased its subscribed and paid up capital by Rs. 44,800 and Rs. 20,759 respectively. As explained in last year's report, limited liability companies are not yet in favour in this Province. Companies working.

134. Of the marginally-noted three companies that were under liquidation at the close of last year, the Bannu Coronation Company Limited was finally wound up. In regard to No. 1 the liquidator's final return was at last received and was under consideration. The affairs of the Peshawar Sugar Manufacturing Company, which was being wound up under the supervision of the Court, still dragged on. The liquidators report that their idea of effecting a speedy winding up was very much obstructed by the general unrest in the Punjab during the greater part of the year. Companies under liquidation.

(1) The National Import and Export Company Limited, Peshawar.

(2) The Bannu Coronation Company Limited, Bannu.

(3) The Peshawar Sugar Manufacturing Company Limited, Peshawar.

135. All the companies filed their documents punctually except the Risalpur Cavalry Club. The accounts of this club remain unregistered since 1914. The club was given a respite to submit the balance sheets up to the 23rd April 1920, but no documents were received. And as no other course is now open steps will be taken to file a complaint under Section 131 (4) of the Indian Companies Act, VII of 1913. Accounts.

136. The cancellation of the registration of the Union Relief Fund, Dera Ismail Khan, mentioned in last year's report left no company on the books of this office registered under Act V of 1912. The revised scheme sent up for registration was found unsatisfactory and the re-registration of the concern was refused. Registration.

137. There are no life assurance companies under Act VI of 1912 in this Province. Life Assurance Companies.

## 8. Buildings and Roads.

[ Further details will be found in the Provincial Report of the Public Works Department, Buildings and Roads Branch, for the year ending 31st March 1920. ]

138. The total expenditure during the year was Rs. 19,50,153 as compared with Rs. 17,01,143 and Rs. 23,44,079 during the previous two years. The decrease was due to the large amount of urgent war works in hand and the impossibility of obtaining sufficient staff to cope with all works. Total Expenditure.

139. The outlay on Post and Telegraph buildings amounted to Rs. 23,476. Of this sum Rs. 16,814 were expended on original works. Civil Works—Imperial.

Civil Works—Imperial and Special.

140. The expenditure under this head amounted to Rs. 19,26,677 as against Rs. 16,94,709 in the previous year. Rs. 7,20,770 were expended on original works, Rs. 10,10,171 on repairs, and Rs. 1,71,169 on establishment charges.

Militia and Constabulary Buildings.

141. Under the general projects for the provision of new lines, ranges and fortified posts for the Frontier Constabulary throughout the Province, good progress was made on the construction of posts at Kachai and Marai in the Kohat District and on quarters for the Frontier Constabulary Officer at Draban in the Derajat District. The post with hornwork at Draban in the Derajat District and the posts at Hamzakot in the Nowshera District were completed. Work on Drazinda Post in the Derajat District and Tapori and Suleman Khel posts in the Bannu District was suspended owing to the military situation. Additional accommodation was provided for the Mohmand Militia.

Civil Buildings.

142. The following are some of the principal buildings completed under this head:—Court for the Additional Sessions Judge at Peshawar, a tower over the tahsil buildings at Banda Daud Shah, and an office for the Naib Tahsildar at Thal.

Educational Buildings.

143. Work on the Normal Training College at Peshawar was in progress.

Police Buildings.

144. Five police posts were constructed in Nowshera.

Medical Buildings.

145. An outdoor civil dispensary was completed at Topi.

Jails.

146. Four prisoners' barracks to hold 200 men were constructed in the Dera Ismail Khan Civil Jail.

Communications.

147. Three causeways were completed, and many sections of the roads in the Hazara District were widened.

River Indus Crossing, Dera Ismail Khan.

148. The Indus Boat Bridges on the Darya Khan-Dera Ismail Khan Road were maintained throughout the cold weather, communication being maintained during the summer by boat ferries, including a steamer worked by the North-Western Railway at a cost of Rs. 39,085, and two motor launches run by the Public Works Department at a cost of Rs. 6,391. The Boat Bridge was maintained at a cost of Rs. 54,902.

## 8-A. Railways.

[ Detailed information will be found in the Administration Report on Railways in India for the current year 1919. ]

Lines under construction.

149. During the year under report the existing Railway line from Peshawar to Jamrud was doubled from Peshawar to beyond Kachagarhi, and considerable progress was made with the Tank-Kaur 2′ 6″ gauge line.

## 9. Irrigation.

[ Further details will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1920. ]

Lower Swat Canal.

150. The area irrigated by this canal during the year was 162,073 acres as compared with an average of 162,583 acres for the three years ending 31st March 1919 and 164,074 acres in the preceding triennium. The area matured was 160,053 acres against 160,131 acres in the year ending 31st March 1919. The working of the canal resulted in a profit representing 9·37 per cent. on the capital invested, last year's percentage being 10·03. Owing to their late arrival from England, it was not possible to complete the erection of the Stoney gates in the Abazai Weir during the working season of 1919-20. The proposal to carry out experiments in connection with the removal of *kallar* was further considered but no final decision was arrived at.

Kabul River Canal.

151. On this canal the total area irrigated was 45,773 as compared with an average of 46,846 acres for the three years ending 1918-19 and 46,809 acres in the preceding triennium. The matured area was 45,143 against 40,978 acres

in 1918-19. The year's operations resulted in a profit of 6·97 per cent. on the capital invested as against a percentage of 9·58 in the previous year. The decrease was due to a decrease in revenue of Rs. 22,000 and an increase of Rs. 11,000 in working expenses.

Paharpur Canal.

152. The area irrigated was 20,670 acres as compared with 6,784 acres in 1918-19, while the areas assessed were 15,875 and 5,418 acres respectively. Realizations amounted to Rs. 14,193 against Rs. 38,369 in the previous year. Revenue on account of Rabi water-rates is not collected until the following financial year. The large increase in the irrigated area was due to flood water from nullahs breaching into and being distributed by the canal. The year's working resulted in a loss of 8·62 per cent. compared with 7·14 per cent. in the previous year, and this in spite of the fact that working expenses decreased by Rs. 11,000. This canal although constructed as a productive work is never likely to prove remunerative.

Upper Swat Canal.

153. The area irrigated during the year was 138,194 acres against 125,382 acres in the previous year, the area matured being 134,635 against 123,202 in the preceding year. Working expenses amounted to Rs. 5,24,265 and realizations to Rs. 5,16,215. The year's working resulted in a loss of 0·038 per cent. The area irrigated was extended by 13,000 acres, the total area irrigated being a little less than half of the project area. Re-distribution of ownership and rectangulation which are being carried out by the civil department are likely to extend the irrigated area, but development will continue to be slow.

# CHAPTER V.

# REVENUE AND FINANCE.

[ Further details on the subjects dealt with in this chapter will be found in the Revenue Accounts of the Government of India for the financial year ending 31st March 1920, and in the Statistics of British India, Volume II—Financial Statistics. ]

## 1. Gross Revenue and Expenditure.

154. The following statement compares the receipts, expenditure and closing balances under the various heads of revenue for 1918-19 and 1919-20 :—

| Heads. | Receipts. | | Expenditure. | | Closing Balance. | |
|---|---|---|---|---|---|---|
| | 1918-19. | 1919-20. | 1918-19. | 1919-20. | 1918-19. | 1919-20. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Special Revenues ... | 66,78,655 | 83,57,524 | 66,78,655 | 83,57,525 | ... | ... |
| Local Funds ... ... | 16,58,228 | 16,12,902 | 15,42,715 | 16,44,613 | 8,65,755 | 8,34,046 |
| Municipal Funds ... | 17,02,715 | 19,58,696 | 16,08,838 | 17,36,635 | 11,38,205 | 13,58,880 |
| Total ... | 10,29,598 | 1,19,29,122 | 98,30,198 | 1,17,38,773 | 20,03,960 | 21,82,926 |

Receipts.

155. The following table shows in detail the receipts under the various heads of revenue in the year under report (1919-20) :—

| Major Heads. | Imperial. | Special. | Total. | *Difference.* + more − less than figures for 1918-19. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Land Revenue ... ... ... | ... | 20,28,510 | 20,28,510 | −2,36,557 |
| Opium ... ... ... | ... | 84,513 | 84,513 | −5,265 |
| Stamps ... ... ... | ... | 8,74,553 | 8,74,553 | +1,03,295 |
| Excise ... ... ... | ... | 8,55,164 | 8,55,164 | +2,76,639 |
| Provincial Rates ... ... ... | ... | 1,365 | 1,365 | +830 |
| Income-tax ... ... ... | 51,700 | 3,94,458 | 4,46,158 | +57,925 |
| Forest ... ... ... | ... | 4,62,541 | 4,62,541 | +81,219 |
| Registration ... ... ... | ... | 69,149 | 69,149 | +9,181 |
| Interest ... ... ... | 31,278 | ... | 31,278 | −2,864 |
| Law and Justice—Courts of Law ... | ... | 2,98,086 | 2,98,086 | +64,904 |
| Law and Justice—Jails ... ... | ... | 54,908 | 54,908 | −143 |
| Police ... ... ... | ... | 1,17,706 | 1,17,706 | +1,00,107 |
| Education ... ... ... | ... | 26,816 | 26,816 | +3,541 |
| Medical ... ... ... | ... | 783 | 783 | +15 |
| Sanitation ... ... ... | ... | 35 | 35 | +35 |
| Agriculture ... ... ... | ... | 8,538 | 8,538 | +1,278 |
| Scientific, etc. ... ... ... | ... | 94 | 94 | −155 |
| Receipts in aid of Superannuation ... | ... | 25,340 | 25,340 | −4,950 |
| Stationery and Printing ... ... | ... | 19,380 | 19,380 | +3,491 |
| Miscellaneous ... ... ... | ... | 1,55,554 | 1,55,554 | +19,753 |
| Major Works ... ... ... | 8,86,142 | 4,72,131 | 13,58,273 | −13,266 |
| Minor Works ... ... ... | ... | ... | ... | ... |
| Civil Works ... ... ... | ... | 1,67,101 | 1,67,101 | −25 |
| Transfer between Imperial and Special Revenues. | −22,40,799 | +22,40,799 | ... | ... |
| Total ... | −12,71,679 | 83,57,524 | 70,85,845 | +4,58,988 |

156. The gross expenditure in detail, excluding expenditure of the Military, Railways, Post Office and Telegraph departments, and capital expenditure on Canals, was as follows:— Expenditure.

| Major Heads. | Imperial. | Special. | Total. | Difference. + more − less than figures for 1918-19. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Refunds and Drawbacks ... ... | 22,086 | 22,086 | 44,172 | −17,745 |
| Assignment and Compensation ... | 9,723 | 9,724 | 19,447 | +320 |
| Land Revenue ... ... ... | 4,62,860 | 3,59,714 | 8,22,574 | −1,30,994 |
| Stamps ... ... ... | 14,703 | 14,703 | 29,406 | −457 |
| Excise ... ... ... | 12,358 | 12,359 | 24,717 | −7,779 |
| Income-tax ... ... ... | 2,219 | 2,219 | 4,438 | −3,226 |
| Forest ... ... ... | 1,50,727 | 1,50,726 | 3,01,453 | −94,096 |
| Registration ... ... ... | 9,398 | 9,399 | 18,797 | −3,885 |
| Interest on other obligations ... ... | 220 | ... | 220 | −11 |
| General Administration ... ... | 2,69,273 | 1,31,909 | 4,01,182 | −27,546 |
| Law and Justice—Courts of Law ... | 4,98,539 | 2,77,969 | 7,76,508 | −66,005 |
| Law and Justice—Jails ... ... | 1,78,270 | 1,78,271 | 3,56,541 | −19,531 |
| Police ... ... ... | 20,51,631 | 20,51,631 | 41,03,262 | −14,98,014 |
| Education ... ... ... | 4,40,647 | 4,40,648 | 8,81,295 | −1,81,334 |
| Ecclesiastical ... ... ... | 56,645 | ... | 56,645 | +11,172 |
| Medical ... ... ... | 1,06,138 | 87,049 | 1,93,187 | −44,055 |
| Sanitation ... ... ... | 1,02,204 | 1,02,204 | 2,04,408 | −32,590 |
| Political ... ... ... | 27,36,504 | 25,75,148 | 53,11,652 | −4,69,468 |
| Agriculture ... ... ... | 50,216 | 50,216 | 1,00,432 | −9,211 |
| Scientific, etc. ... ... ... | 15,011 | 15,010 | 30,021 | −7,191 |
| Territorial and Political Pensions ... | 57,359 | ... | 57,359 | +20,416 |
| Superannuation, etc. ... ... | 1,07,659 | 1,07,658 | 2,15,317 | −18,402 |
| Stationery and Printing ... ... | 66,559 | 66,559 | 1,33,118 | −2,495 |
| Miscellaneous ... ... ... | 90,969 | 90,969 | 1,81,938 | −1,23,348 |
| Major Works ... ... ... | 7,00,945 | 1,76,680 | 8,77,625 | +8,79,106 |
| Minor Works ... ... ... | 3,71,229 | 3,71,229 | 7,42,458 | −3,44,999 |
| Civil Works ... ... ... | 11,76,951 | 9,55,804 | 21,32,755 | −3,24,691 |
| | −97,641 | +97,641 | | |
| Total ... | 96,63,402 | 83,57,525 | 1,80,20,927 | −25,16,059 |

## 2. Land Revenue.

157. The Land Revenue Report for the year ending 30th September 1919 showed the following figures for collections including those on account of previous years:— Collections.

| | Rs. |
|---|---|
| Fixed land revenue ... ... ... ... | 18,76,133 |
| Fluctuating land revenue ... ... ... | 1,25,555 |
| Temporarily excluded from the rent-roll ... ... | 12,529 |
| Other land revenue ... ... ... ... | 1,82,863 |
| Total ... | 21,97,080 |

## 3. Irrigation.

[ Further information will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1920. ]

158. The total capital outlay (direct and indirect) invested up to the end of 31st March 1920 on Irrigation Branch Canals classed as Productive Major Works was Rs. 2,77,45,820. Capital expenditure during the year totalled Rs. 4,53,361. The gross receipts (direct and indirect) from all sources, excluding refunds, amounted to Rs. 13,58,273. Working expenses and interest on capital amounted to Rs. 9,32,589 and Rs. 9,35,893 respectively: the net result was a loss of Rs. 5,10,209. The loss was confined to the Paharpur and Upper Swat canals. On the latter canal development of irrigation was very slow, and the irrigated area was still a little less than half the amount forecasted in the project estimate. The Paharpur Canal although sanctioned as a productive work is never likely to prove remunerative. None of the canals in this Province managed by the Irrigation Branch are classed as Productive Minor Works. Financial aspect.

## 4. Excise and Opium.

[For further particulars see the Provincial Report on Excise Administration for the year ending 31st March 1920.]

Introductory.

159. Since the abolition of the monopoly system in 1912-13 and the introduction of the system of auctioning separate shops the excise revenue in this Province has been steadily increasing. Hitherto shops have been sold under a system of restricted competition, but during the present year restrictions were removed and shop licenses were put to auction without restriction in all districts of the Province. The result has been a sudden rise in the excise revenue. The increase was also partly due to concentration of troops in the Province in connection with the Afghan War and frontier disturbances.

Gross receipts.

160. The gross receipts for the year amounted to Rs. 8,55,011 as compared with Rs. 5,78,832 in 1918-19, an increase of Rs. 2,76,179 or 48 per cent. In addition to this a sum of Rs. 6,17,474 was also realized in the Punjab and United Provinces on account of still-head duty on liquors consumed in the North-West Frontier Province. Thus the total excise revenue of the Province was Rs. 14,72,485, giving an average total excise revenue per head of population of 11 annas 2 pies, against 8 annas 7 pies in the previous year in the North-West Frontier Province and annas 8 and pies 4 and annas 6 and pie 1 in the Punjab and United Provinces respectively. This high average in this Province is accounted for by the unprecedented scale of auction license fees in the year under review.

Still-head duty.

161. The supply of country spirits and Indian-made foreign liquors was obtained as usual from the Punjab and United Provinces, as there is no distillery in the North-West Frontier Province. Those provinces derived revenuef rom still-head duty of Rs. 6,17,474 at the expense of this Administration. The Punjab Government have hitherto refused to give credit for this revenue to this Province on the ground that this Province takes credit for the duty on Afghan opium exported to that Province. The amount of this duty is now very small and the question is under consideration of stopping the import of Afghan opium for consumption in British territory when this duty will disappear altogether. The time has now come, therefore, for considering whether a distillery should not be licensed in this Province.

Wholesale vend of country spirits.

162. Sales under these licenses rose from 14,056 to 16,209 gallons. The attempt to induce retail vendors to patronize local wholesale vendors did not succeed to any appreciable extent. Of the total consumption of 54,445 only 16,209 gallons were purchased from local wholesale vendors. The reason is said to be that wholesale vendors in the Punjab were given special concessions in regard to certain brands of spirits by the distillers and wholesale vendors in this Province were unable to obtain them direct. This circumstance affords an additional reason for opening a distillery in this Province.

Retail vend of country spirits.

163. The number of shops, *viz.* 29, remained the same as last year and they were evenly distributed over the Province. Owing to the abolition of restrictions on competition, the auction license fees for the year under report rose from Rs. 1,46,198 to Rs 2,37,922 or 63 per cent. In the current year these license fees amount to Rs. 3,46,000, a still further increase of 45 per cent. These large fees caused the contractors to raise their prices to the public and even so the contractors could not have made any profit had it not been for the concentration of troops on account of the Afghan War and the frontier disturbances which led to an abnormal increase of sales. At the close of the year the contractors were said to be working at a loss and it is unlikely that in normal circumstances these figures will be maintained.

Drunkenness.

164. Convictions for drunkenness advanced from 65 to 151. The Peshawar District is responsible for most of the occurrences, where the number rose from 49 to 133. The rise is attributed to the presence of a large number of troops, as the accused persons were in almost all cases regimental followers.

Foreign liquors.

165. For the reasons given in the case of country spirit, the license fee of foreign liquors for wholesale and retail licenses rose abnormally from Rs. 38,856 to Rs. 69,375, an increase of 80 per cent. In the Hazara District where competition has been free for three years the increase has received a

check and the fee during the year under report practically remained the same as last year. All other districts where the system has been introduced for the first time showed a remarkable increase. The total quantity of foreign liquors consumed in the Province amounted to 5,360 gallons of wines, 22,118 gallons of imported spirits, 60,296 gallons of Indian-made foreign spirits, 71,047 gallons of English beer and 385,125 gallons of Indian-made beer, against 2,443, 13,291, 22,637, 15,890 and 388,932 gallons respectively. The increase has occurred in all districts except Hazara and is ascribed to the abnormal concentration of troops. Statistics are not available for the exact quantity of foreign liquors sold for consumption on the premises but nothing except Indian-made spirits and beer was so sold and enquiries show that the quantity was very small. There would seem, therefore, to be no objection to stopping the sale of foreign liquors for consumption on the premises under bazar licenses in Form L-10. This has already been done in the Hazara District and has given rise to no complaint. Such a measure would tend to reduce drunkenness and would also tend to remove the competition between cheap foreign liquors and spiced country spirit.

Opium.

166. The year under report has witnessed no important change in the number of licenses. The one new shop opened tentatively last year in Peshawar City was closed and thus the number fell from 66 to 65. The revenue derived from opium amounted to Rs. 1,74,482 in 1917-18. In 1918-19 the revenue rose to Rs. 2,47,444 owing to the absence of Afghan opium. The poppy crops partially failed in Ningrahar and also smugglers deserted this Province for the Turkistan routes. In the year under review the system of free competition in auctions was introduced and the revenue further rose to Rs. 3,48,400. The consumption of opium, however, decreased from 6,986 seers in 1918-19 to 6,427 seers in 1919-20. The decrease was most marked in the Peshawar District and the Deputy Commissioner attributes it to renewed smuggling from Afghanistan. Owing to the high price at which licenses were bought dealers were paying an average of Rs. 51-4-0 per seer for excise opium and retailing it at the rate of Rs. 80 per seer. This high price led to a revival in the use of the smuggled drug which could be had at from Rs. 40 to Rs. 45 per seer, and the sales of excise opium in licensed shops decreased by more than 50 per cent. during the first three months of the present year. These facts would seem to show that it will be necessary to restrict competition again in auctioning opium shops in order to reduce the difference between the prices of excise and smuggled opium.

Morphia.

167. The number of licenses for the sale of morphia fell from 32 to 26 and the sales of this drug from 2 lbs. 2 ozs. 19½ grains to 1 lb. 9 ozs. 39 grains. This is believed to be due to the new rules for the sale of morphia which were more stringent than formerly and deterred medical practitioners from applying for licenses.

Hemp drugs.

168. The revenue derived from hemp drugs amounted to Rs. 1,99,010 against Rs. 1,46,286 in the previous year. The vend fees improved from Rs. 73,659 to Rs. 1,11,698 and the import duty from Rs. 72,627 to Rs. 87,312. The advance in license fees is due to the adoption of free competition, while the increase in consumption is said to be due to the presence of a large number of troops in the Province.

Cocaine.

169. The grant of licenses for the sale of cocaine was confined to the Peshawar District and their number was 3 as before; 158 grains were sold as compared with 3 ounces and 121 grains last year. The Deputy Commissioner attributes the decrease to the fact that only one of the 3 licensees in the district imported and sold the drug. The increased sales of 1918-19 were, however, undoubtedly due to the influenza epidemic. In regard to the illicit use of cocaine the Deputy Commissioner, Peshawar, remarks: — "The cocaine habit is on the increase. It is imported illicitly in large quantities by a variety of methods such as through the post, railway parcels, concealment in the false bottoms of trunks, in hollowed sticks and by means of boys under age and women wearing *burqas*." Though such cases are difficult to detect yet the Police were able to prosecute some cases successfully during the year

under report. The total number of cases brought into Court by the Police was 7, out of which 5 ended in conviction. Of the persons arrested 2 were notorious smugglers and the punishment inflicted upon them was exemplary. Their arrest, however, did not affect the trade in the least, as smugglers work in gangs and if one member of a particular gang is arrested and convicted the other members continue the business and support the family of the convict.

## 5. Salt Revenue.

[Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1920.]

**Kohat Mines.**

170. Excise duty in the Kohat Salt Mines division amounted to Rs. 5,81,624, a decrease of Rs. 83,615 on last year's figures. The total charges have increased by Rs. 13,110. There was no change in the duty during the year under report.

## 6. Stamp Revenue.

[Further details are given in the Provincial Note on the Stamp Returns for the year ending 31st March 1920.]

**Income and Expenditure.**

171. The total receipts under the Court Fees and Stamp Acts in 1919-20 were Rs. 8,66,928, and exceeded those of 1918-19 by Rs. 1,03,063. The expenditure rose from Rs. 33,293 to Rs. 40,595. The net receipts advanced from Rs. 7,30,572 in 1918-19 to Rs. 8,26,333 in 1919-20. Sales of judicial stamps rose from Rs. 4,64,380 to Rs. 5,18,491, the increase being due entirely to the sale of Court-fee stamps (Rs. 5,05,227), which in the Peshawar District alone is over two lakhs and thirty-five thousand, very nearly equal to the income from all the other four districts. There is a slight decline in the Kohat District which is accounted for by the falling off in the institution of civil suits. Receipts from the sale of non-judicial stamps rose from Rs. 3,08,558 to Rs. 3,58,227, and the Peshawar receipts more than equal those of the other four districts.

**Insufficiently stamped documents.**

172. Two hundred and sixty-eight cases of insufficiently stamped documents were dealt with in Hazara, and a sum of Rs. 1,915 was realized in duty and penalties. In the other four districts there were only 83 such cases, an average of nearly 21 for each district, and the duty and penalties amounted to Rs. 573. This remarkable divergence between Hazara and the other districts was noted also last year, and the figures suggest that more careful examination of stamps in districts other than Hazara would produce similar results.

## 7. Income Tax.

[Further details will be found in the Provincial Note on the Income Tax Returns for the year ending 31st March 1920.]

**General.**

173. As remarked last year the new Act (VII of 1918) worked well on the whole but the adjustment system prescribed by Section 19 of the Act was not understood by the assessees in this Province, the majority of whom are illiterate. As a consequence the assessment presented considerable difficulty to the officers in charge of the work, while some trouble was also experienced in the District Offices in the preparation of the relative Return No. II. The abolition of the system was therefore recommended to the Government of India.

**Collection.**

174. The total number of persons assessed to Income Tax during the year under Section 18 of the Act was 1,836 and the collections on this account amounted to Rs. 4,00,297. The final net collections on account of 1918-19 stood, after adjustment under Section 19 of the Act, at Rs. 3,16,880 against a net collection of Rs. 3,54,269 as reported in the Administration Report of 1918-19. The decrease of Rs. 37,389 was shared by the three districts of Hazara (Rs. 5,113), Bannu (Rs. 6,076) and Dera Ismail Khan (Rs. 25,579), while Kohat showed an increase of Rs. 1,379.

## 8. Forest Revenue.

[Further details will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1920.]

175. The revenue and expenditure for the year is given in the following table:— Tables.

| Revenue. | Amount. | Percentage of revenue. |
|---|---|---|
| | Rs. | Rs. |
| I.—Major produce including drift ... ... | 3,69,184 | 92·54 |
| II.—Minor produce ... ... ... | 12,948 | 3·25 |
| III.—Other heads ... ... ... ... | 16,798 | 4·21 |
| Total ... | 3,98,930 | ... |

| Expenditure. | Amount. | Percentage of expenditure. |
|---|---|---|
| | Rs. | Rs. |
| A.—Conservancy and works ... ... ... | 2,19,543 | 70·66 |
| B.—Establishment ... ... ... | 91,180 | 29·34 |
| Total ... | 3,10,723 | ... |

| | Amount. | Percentage of gross revenue. |
|---|---|---|
| | Rs. | Rs. |
| Surplus ... ... ... ... | 88,207 | 22·11 |

176. Gross revenue amounted to Rs. 3,98,930 as compared with Rs. 4,11,506 in the previous year and the quinquennial average of Rs. 2,84,938, representing a decrease of Rs. 13,576 on the results of last year and an increase of Rs. 1,13,992 over the quinquennial average. Revenue.

177. Expenditure showed an increase of Rs. 69,038 as compared with the previous year and of Rs. 1,51,496 as compared with the quinquennial average. The increase was almost entirely due to the extension of departmental timber operations, variations on other accounts being of relatively minor importance. Departmental exploitation even under the present somewhat primitive methods of working involves considerable outlay of money before produce can be marketed and the limit of expenditure has by no means been reached. Indeed the probable adoption of more intensive utilization of the timber resources of the district coupled, as it will be, with modern methods of extraction and transportation must involve capital and operation charges on a scale undreamt of in the past, but such large scale expenditure will almost certainly result in a net revenue being derived from the Hazara forests four times or more greater than at present from timber alone. Expenditure.

178. The net result of the year's work was Rs. 2,30,314 as compared with Rs. 2,14,997 in 1918-19. These results are exhibited in the following statement:— Net result.

| | Rs. |
|---|---|
| Cash surplus ... ... ... ... | 88,207 |
| *Add*— | |
| Increase in outstandings against contractors and disbursers ... | 12,351 |
| Increase in value of stock ... ... ... | 1,27,317 |
| Increase in value of live and dead stock ... ... | 11,000 |
| *Deduct*— | |
| Decrease in outstandings of revenue .... ... ... | 8,561 |
| Net result ... | 2,30,314 |

## 9. Local Funds.

**District Funds.**

179. The transactions are shown below :—

| Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|
| Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| 3,62,770 7 1 | 8,09,837 8 11 | 11,72,608 0 0 | 7,85,075 5 4 | 3,87,532 10 8 |

During the previous year the total receipts amounted to Rs. 7,72,577-4-8 and the total payments to Rs. 7,39,301-13-3.

**Cantonment Funds.**

180. There were nine such funds. Their transactions, as compared with those of the previous year, are shown in the subjoined statement :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total 1919-20 ... | 2,85,188 15 3 | 5,42,695 14 9 | 8,27,884 14 0 | 5,84,704 6 5 | 2,43,180 7 7 |
| Total 1918-19 ... | 1,69,714 10 8 | 6,44,584 8 4 | 8,14,299 3 0 | 5,29,110 3 9 | 2,85,188 15 3 |

**Cantonment General Hospital Funds.**

181. There were three such funds and their transactions, as compared with those of the previous year, are shown below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total 1919-20 ... | 148 14 1 | 13,873 8 11 | 14,022 7 0 | 13,966 1 0 | 56 6 0 |
| Total 1918-19 ... | 184 1 4 | 16,522 0 10 | 16,706 2 2 | 16,557 4 1 | 148 14 1 |

**Town and Bazar Funds.**

182. The Hill Location and Sanitary Fund in the Hazara District and the Parachinar Bazar Fund in the Kurram District were the only funds under this head. The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Hill Location and Sanitary Fund :— | | | | | |
| 1918-19 ... | 3,081 9 0 | 997 2 9 | 4,078 11 9 | 2,709 5 7 | 1,369 6 2 |
| 1919-20 ... | 1,369 6 2 | 607 4 11 | 1,976 11 1 | 1,561 7 10 | 415 3 3 |
| Parachinar Bazar Fund :— | | | | | |
| 1918-19 ... | 2,751 7 11 | 19,930 5 5 | 22,681 13 4 | 18,456 15 0 | 4,224 14 4 |
| 1919-20 ... | 4,225 14 4 | 54,150 3 0 | 58,375 1 4 | 22,984 5 1 | 35,390 12 3 |

**Medical and Charitable Fund.**

183. The Lady Minto Swat Hospital Fund in Dir and Swat was the only fund of this description. The income of the fund was derived from the rent of shops and was utilised in the maintenance of the male and female hospital. The receipts and payments of the fund during the year under report amounted to Rs. 12,647-15-11 and Rs. 5,432-5-2, respectively. The fund closed with a balance of Rs. 13,364-1-1.

184. The transactions of these branches of the Police Remount Fund under the control of the Inspector-General of Police are shown in the sub-joined statement :— Police Funds.

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs. A. P. |
| Total 1919-20 ... | 3,442 9 11 | 5,724 7 6 | 9,167 1 5 | 6,207 13 0 | 2,959 4 5 |
| Total 1918-19 ... | 4,315 8 10 | 7,204 11 1 | 11,520 3 11 | 8,077 10 0 | 3,442 9 11 |

185. These funds, known as the Canal Clearance Funds, exist in two districts. Their transactions are shown below :— Public Works Funds.

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs A. P. | Rs. A. P. | Rs. A. P. |
| Total 1919 20 ... | 1,02,626 5 6 | 1,12,188 5 6 | 2,14,814 11 0 | 1,41,936 14 6 | 72,877 12 6 |
| Total 1918-19 ... | 1,35,962 6 1 | 1,14,316 4 2 | 2,50,278 10 3 | 1,47,652 4 9 | 1,02,626 5 6 |

186. The nature of this fund was explained in the report for the year 1902-03. The sum of Rs. 36,000 on account of the surplus balance of the Agror Estates was invested in Government Promissory Notes. The opening balance of the fund was Rs. 370-12-9; the receipts during the year amounted to Rs. 1,960-0-4 as compared with Rs. 1,291-12-4 in the previous year, and the payments to Rs. 1,812 against Rs. 1,212. The fund closed with a balance of Rs. 518-13-1. Agror Accumulation Fund.

187. This fund exists only in the Dera Ismail Khan District. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0. Famine Fund.

188. This fund exists only in the Hazara District and was started in 1906-07. There were no transactions during the year. It opened and closed with a balance of Rs. 2. This fund might perhaps with advantage be closed. Chaukidari Clothing Fund.

189. This fund exists in the Dera Ismail Khan District and was sanctioned in the year 1906-07. The opening balance was Rs. 99,283-4-1; the receipts amounted to Rs. 59,217-2-0 and the payments to Rs. 80,932-13-1. It closed with a balance of Rs. 77,567-9-0. In the previous year receipts and payments amounted to Rs. 70,554-2-1 and Rs. 69,446-0-6, respectively. Saddana or Embankment Fund.

190. Under this category are included the funds both of Municipalities proper and of Notified Areas. There are altogether six Municipalities and eight Notified Areas in the North-West Frontier Province. Municipal Funds.

Their transactions are as noted below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. A. P. | Rs. A. P. | Rs. A. P. | Rs A. P. | Rs. A. P. |
| Municipalities ... | 10,46,892 15 0 | 17,97,579 3 5 | 28,44,472 2 5 | 16,11,300 3 2 | 12,33,171 15 3 |
| Notified Areas ... | 89,925 12 7 | 1,61,116 12 5 | 2,51,042 9 0 | 1,25,334 11 8 | 1,25,707 13 4 |
| Grand total 1919-20... | 11,36,818 11 7 | 19,58,695 15 10 | 30,95,514 11 5 | 17,36,634 14 10 | 13,58,879 12 7 |
| Grand total 1918-19... | 10,44,328 10 8 | 17,02,714 10 10 | 27,47,043 5 6 | 16,10,224 9 11 | 11,36,818 11 7 |

# CHAPTER VI.
# VITAL STATISTICS & MEDICAL SERVICE.

[ For further information on the subjects dealt with in this chapter see the Statistics of British India, Volume III—Public Health. ]

## 1. Detail of Census.

[ *Vide* pages 55—60 of the Provincial Administration Report for 1911-12.]

## 2. Births and Deaths.

[ For further details see the Provincial Sanitary Administration Report for the year ending 31st December 1919. ]

**Deaths.**

191. The appalling influenza scourge which devastated the Province in 1918 was fortunately checked before the beginning of the year under report, and the number of deaths recorded dropped from 143,506 to 58,302, a figure which was less by 2,860 than the figure for 1917. The health of the Province would therefore appear to have returned to normal conditions. Cholera mortality however showed a rise from 31 in 1918 to 4,400 and small-pox from 81 to 1,204 ; the gravity of these figures is self-apparent. In Kohat, where the mortality from cholera was greatest, the epidemic stopped as suddenly as it began, and it is satisfactory to note that a number of inoculations were performed, only three deaths occurring among 4,073 persons so treated.

**Births.**

192. The birth-rate, 28·6 *per mille*, was the lowest recorded for many years, the lowest indeed in India except for Bengal. From the preponderance, however, of male over female births, 126·2 to 100, it is clear that registration was most inaccurate. This indeed has been a feature of the returns for many years. Registration was checked in half the villages of the Province through the agency of Tahsildars and Naib Tahsildars, and omissions in births and deaths combined amounted to no less than 11 per cent. It is impossible to expect accurate work from ill-paid and illiterate individuals who perform chaukidari work in addition to their own private business, and useful results might possibly develop from the suggestion to employ village school masters as registration officers. More intelligent registration would help further to procure more reliable information about the cause of death, which under the present system in 44,991 out of 58,302 cases was given as fever.

## 3. Sanitation.

**Sanitary works.**

193. The grant-in-aid of Rs. 1,48,000 was allotted as follows :— Rs. 1,00,000 for the water-supply scheme of Abbottabad, Rs. 38,000 for the diversion of the Najaya channel in Kohat City, Rs. 4,000 for extension of paving and drainage in Bannu town, and Rs. 6,000 for replacing rough stone drains in Parachinar bazar by cement ones.

**Inspections.**

194. All the towns and a number of the large villages were inspected during the year. Owing to the disturbed condition on the frontier and the number of civil appointments held as collateral charges by military officers, less touring than usual was done except in the Dera Ismail Khan, Peshawar and Hazara districts and also in Chitral. The sanitary service was still below strength, but the Province was fortunate in again having a Deputy Sanitary Commissioner who joined in November.

## 4. Medical Relief.

[ Further details will be found in the Provincial Report on Dispensaries for the year ending 31st December 1919.]

**General.**

195. Eighty-three hospitals and dispensaries were opened at the beginning of the year, but at the close the number had been reduced to 74, a decrease which was inevitable in consequence of frontier troubles, 15 dispensaries (mostly

in the agencies) being closed, while only six were opened, one each at Jamrud and Landi Kotal, replacing the Khyber Rifles Hospitals, the Military Police Hospital in Peshawar, Northern Waziristan Militia Hospital at Khajuri and two canal dispensaries at Shewa and Katlang, which had been closed in the previous year through lack of staff.

**Attendance.**

196. The number of out-patients decreased from 717,863 to 650,246 and the number of in-patients from 11,314 to 10,657. This decrease was due mainly to the closing of Militia dispensaries. Kohat and Bannu districts also showed a considerable decrease on last year's figures, perhaps due to the absence of influenza in a virulent form. There was an outbreak of cholera in Kohat but plague was entirely quiescent; malaria showed a satisfactory decrease.

**Statistics of diseases.**

197. The following abstract shows the number of cases of the more important diseases treated during the year as compared with 1918 :—

| | *1918.* | *1919.* |
|---|---|---|
| Cholera ... ... ... ... | 11 | 518 |
| Dysentery ... ... ... ... | 10,807 | 10,321 |
| Enteric fever ... ... ... ... | 15 | 215 |
| Malaria ... ... ... ... | 153,695 | 143,873 |
| Plague ... ... ... ... | 98 | ... |
| Pneumonia ... ... ... ... | 1,695 | 1,526 |
| Rheumatic fever and rheumatism ... ... | 10,824 | 9,811 |
| Small-pox ... ... ... ... | 18 | 216 |
| Syphilis ... ... ... ... | 2,811 | 2,292 |
| Tubercle of the lung ... ... ... | 449 | 478 |
| Other tubercular diseases ... ... ... | 510 | 465 |
| Diseases of the eye ... ... ... | 93,810 | 89,841 |
| Dyspepsia ... ... ... ... | 31,564 | 29,704 |
| Diarrhœa ... ... ... ... | 11,283 | 8,461 |
| All other diseases of the digestive system ... | 75,956 | 66,649 |

**Surgery.**

198. The total number of operations of all kinds was 32,590. The number of selected operations was 3,607. Operations for the extraction of the lens show an increase of over one hundred cases.

**Financial.**

199. The total income was Rs. 2,18,574, and the expenditure Rs. 1,502 less than that sum. The expenditure altogether increased by Rs. 9,188, owing to the increase in salaries of servants and the rise in the price of food.

**Medical relief in Agencies.**

200. The hospitals in the Malakand Agency continued to be very popular, and the number of patients increased by 6,459. There was a substantial increase also in the number of patients in the civil dispensaries in the Kurram. The only dispensary remaining in Waziristan was the Miranshah Military Hospital, where civil patients also were treated. Forty-two cases of cholera with 14 deaths occurred in the Northern Waziristan Militia.

## 5. Vaccination.

[ Further details are given in the Provincial Report on Vaccination for the year ending 31st March 1919.]

**Vaccinations.**

201. The total number of operations performed during the year were primary 108,662 and secondary 25,870 representing an increase of 9,911 in the former and of 7,818 in the latter as compared with the figures of the preceding year. The figures for secondary operations were satisfactory: the increase was largely due to the fact that small-pox was epidemic during the year almost throughout the whole Province. In the Political Agencies the total number of operations performed was 9,417 which represents a decrease of 3,390. The decrease was due to the unsettled state of the Political Agencies owing to the late Afghan War and disturbances amongst the frontier tribes. There was an increase of 9,291 in successful operations as compared with the last year's figures which implies satisfactory progress. The work done since the formation of the Province has nearly doubled.

Mortality.

202. The mortality from small-pox was 0·81 per thousand deaths as against 0·08 in the previous year.

Expenditure.

203. The total cost of the vaccination department was Rs. 17,892 as compared with Rs. 16,041 for the previous year. The cost per successful case was two annas and two pies, a decrease of two pies per case.

Lymph.

204. Glycerinated choloroformed lymph was obtained from the Punjab Vaccine Institute and gave satisfactory results.

Attitude towards vaccination.

205. There is no religious prejudice against vaccination, but apparently until the fear of an epidemic is upon them most of the people are unwilling to undertake the slight trouble of revaccination.

# CHAPTER VII.
# INSTRUCTION.

## 1. General system of Instruction.

[ The system of Public Instruction is described in the Administration Report for 1917-18. Fuller information will be found in the Report on Public Instruction for the year 1919-20. ]

## 2. Education.

[ Further details will be found in the Provincial Report on Public Instruction for the year ending 31st March 1920.]

206. Education, like every other branch of the Administration, was affected by the disastrous conditions of the year under report, the reaction from the Punjab disturbances, the Afghan War, and the lawlessness of the Independent tribes. To the latter principally must be ascribed the decline in attendance at Primary Schools, notably in the districts of Kohat and Bannu which were particularly exposed to raiding gangs. **General.**

207. The following tables show the number of educational institutions for boys and girls in the Province in the years 1918-19 and 1919-20 :— **Number of Institutions and Scholars.**

*Boys' Schools and Colleges.*

| Class of Institution. | *Number of Institutions.* | | Increase or decrease. | *Number of Scholars.* | | Increase or decrease. |
|---|---|---|---|---|---|---|
| | 1918-19. | 1919-20. | | 1918-19. | 1919-20. | |
| Arts Colleges ... | 2 | 2 | ... | 179 | 200 | +21 |
| Training College (Normal School). | 2 | 3 | +1 | 68 | 86 | +18 |
| High Schools ... | 17 | 18 | +1 | 5,672 | 5,957 | +285 |
| Middle Schools ... | 37 | 38 | +1 | 7,652 | 7,589 | —63 |
| Primary Schools ... | 618 | 615 | —3 | 25,398 | 23,546 | —1,852 |
| Private Schools ... | 297 | 191 | —106 | 4,968 | 2,686 | —2,282 |
| Total ... | 973 | 867 | —106 | 43,937 | 40,064 | —3,873 |

*Girls' Schools.*

| | | | | | | |
|---|---|---|---|---|---|---|
| Middle Schools ... | 3 | 4 | +1 | 623 | 722 | +99 |
| Primary Schools ... | 47 | 49 | +2 | 3,045 | 3,217 | +172 |
| Private Schools ... | 39 | 39 | ... | 755 | 612 | —143 |
| Total ... | 89 | 92 | +3 | 4,423 | 4,551 | +128 |

208. The expenditure on education in the years 1918-19 and 1919-20 is shown in the following table :— **Expenditure.**

| | *Expenditure.* | | *Percentages of total expenditure in* | |
|---|---|---|---|---|
| | 1918-19. | 1919-20 | 1918-19. | 1919-20. |
| | Rs. | Rs. | | |
| Provincial ... | 6,18,236 | 7,92,801 | 63·6 | 63·8 |
| District Funds ... | 63,316 | 1,00,419 | 6·5 | 8·0 |
| Municipal Funds | 76,628 | 83,002 | 7·9 | 6·7 |
| Fees ... | 1,12,115 | 1,11,522 | 11·5 | 9·0 |
| Other sources ... | 1,02,471 | 1,54,853 | 10·5 | 12·5 |
| Total ... | 9,72,766 | 12,42,597 | 100 | 100 |

**Provincial Revenues.**

209. The rise in expenditure from Provincial Revenues was due to a capital grant of Rs. 50,000 to the Islamia College for buildings, increased grants to aided schools, the payment of European and Afghan War allowances, the appointment of a Head Master in the Indian Educational Service to the Peshawar Government High School, revision of pay of the members of the Indian Educational Service, increments in the salaries of the general teaching and clerical staff, and the institution of a training class at Dera Ismail Khan.

**District Boards.**

210. The increase in expenditure from District Board Funds was attributable mainly to the payment of war allowances (European and Afghan) to the educational establishments from the resources of the Boards, pending the receipt of contributions from Government.

**Municipal Funds.**

211. The payment of Afghan and European War allowances to teachers accounted for the increased expenditure from Municipal Funds.

**Arts Colleges.**

212. The number of students in the two Colleges,—the Islamia College and the Edwardes College, Peshawar,—rose from 179 to 200, the increase being shared fairly equally by the two institutions, and it is satisfactory to note that this numerical increase was accompanied by a great improvement in the examination results. Twenty out of 32 candidates were successful in the B. A. examination, 27 out of 35 in the First Arts, and 12 out of 17 in the First Science examination.

**Secondary Schools for boys.**

213. Anglo-Vernacular institutions increased from 26 to 28 owing to the raising of two Primary Schools, the Khalsa School, Hoti Mardan, and the Bharatri School, Kohat, to the status of Middle Schools. The Islamia Middle School, Nowshera, was converted into a High School towards the close of the year. Of the 18 High Schools, 6 were maintained by Government and 12 were aided. Of the 10 Middle Schools 5 were aided institutions, 3 were managed by District Boards and 2 were under the management of the Municipal Committees. A satisfactory feature of the year was the increase in the proportion of qualified teachers in Anglo-Vernacular Schools, the number possessing teaching certificates rising from 307 out of 433 to 319 out of 447. The percentage of successes to candidates in the final (written) examination increased from 78 to 81, and of successful candidates in the examination to the total number of candidates for the leaving certificate from 50·2 to 58·8. In the Matriculation examination also the percentage of successes slightly increased from 50·4 to 50·8.

**Primary School for boys.**

214. Primary Schools for boys decreased from 618 to 615 and the pupils in attendance from 25,398 to 23,546. The decline in the number of these institutions was due to the conversion of two schools into Anglo-Vernacular Middle Schools, and the closure of two night schools at Bannu, one new school having been opened by the Dera Ismail Khan Municipal Committee. The average attendance per school fell from 41 to 38·3.

**Training Institutions.**

215. A class was opened in connection with the Government High School, Dera Ismail Khan, for the training of teachers for Primary Schools. The class was opened with 23 stipendiaries (provision having been made for 30 stipendiaries) on the 1st April in the Municipal Primary School, and the stipendiaries were provided with hostel accommodation in the Government High School. A second training class at Abbottabad was sanctioned during the course of the year. With a view to obtaining qualified Drawing Masters for Vernacular Middle Schools five stipends of the value of Rs. 15 tenable for a period of three years at the Mayo School of Art of Lahore were instituted, and the first batch of stipendiaries was admitted in April. The system of itinerant Drawing Masters which was introduced some years ago has proved a failure. A further improvement in middle school education was initiated by a scheme for the establishment of a class for the training of teachers for the Senior Vernacular Certificates in connection with the Training College, Peshawar, which was sanctioned in the course of the year. A scheme was sanctioned for the opening of a normal school for women teachers in Peshawar with a staff of two teachers and 15 stipends.

Girls' Schools.

216. The year under report witnessed an increase in the number of Middle Schools for girls from 2 to 3 and of Primary Schools from 47 to 49. The number of pupils increased from 567 to 658 in Middle Schools and from 3,045 to 3,217 in Primary Schools. The direct expenditure on these schools increased from Rs. 41,067 to Rs. 53,845.

Education in the Agencies.

217. The number of schools in the Kurram Agency remained stationary. The number of scholars in the one Anglo-Vernacular Middle School increased from 152 to 154, while in the 11 Primary Schools the attendance rose from 387 to 522. Private schools declined from 10 to 8 but the scholars in attendance at these increased from 148 to 171. Direct expenditure on public schools increased from Rs. 12,469 to Rs. 13,585. The number of qualified teachers declined from 18 out of 23 to 15 out of 28. The increase in attendance is attributed to the employment of Mullas as teachers in some of the schools.

## 3. Literature and the Press.

Books.

218. No books were published in the Province during the year 1919-20.

### Press.

Newspapers.

219. The only newspaper published during 1919 was the *Peshawar Daily News* in English and Urdu with a total circulation of about 1,150 copies.

Executive action.

220. No declaration for opening a Press was filed during the year, and no executive action was taken against any newspaper or other publication. The number of Presses at work was 22.

## 4. Literary Societies.

221. There are no literary societies in the Province of any importance.

## 5. Arts and Sciences.

The report on the Peshawar Museum, of which the Superintendent Archæological Survey, Frontier Circle, is *exofficio* Curator, will be found in Chapter VIII—Archæology.

# CHAPTER VIII.

# ARCHÆOLOGY.

[ Further details will be found in the Report of the Archæological Survey of India, Frontier Circle, for 1919-20. ]

**Conservation.**

223. The chief item of conservation undertaken in this circle was the resumption of the work at Takhti-Bahi which was carried on under the immediate supervision of the Public Works Department from December 1919 to April 1920. The northern wall of the hall of conference which was most dilapidated and unstable owing to cracks and fissures was rebuilt to a height of 8 feet. The uneven and jagged portions of the walls of the monastic quadrangle were equalised and made symmetrical with the contiguous heights extant. The double-domed chapels in the north of the court of many stupas which were badly in need of repairs, and showed at a great disadvantage compared to their prototypes in the court of the main stupa, were conserved on the lines of the latter and their horseshoe and circular superstructure were re-imposed where possible. The general clearance work at Jamalgarhi was followed up, the choked up conference hall was cleared to the floor level, and the debris examined. As was expected, the remains of the bases of the columns which supported the roof were found *in situ* on the unpaved floor. These, numbering five, consist of stone and *kanjur* in alternating positions, one rising to a height of 3′ 6″ above the floor level, being in the well known torus and scotia design. The non-discovery of other corresponding remains so far may be accounted for by the fact that the south-east corner of this building has hitherto been a large and rugged breach sloping down to the hillside, from which the villagers have carried away stones.

**Ancient Monuments Preservation Act.**

224. Application was made for the formal declaration of the Buddhist remains at Jamalgarhi in accordance with the provisions of Act VII of 1904.

**Exploration and Research.**

225. Some very interesting Gandhara sculptures were discovered and secured for the Peshawar Museum. One is a peculiar *garuda* head, representing its later evolution, with the ears heavily ringed. Another is a headless Bodhisattva figure 2′ 5″ in length, holding a purse in the right hand, and wearing sandals with a plug between the big and the second toe, a type still in use in this part of the world. A third is a false niche relieve, measuring 23″ × 13″ in good condition, depicting three scenes from the life in the palace and the great renunciation ending with the departure from Kapilavastu.

**Treasure Trove.**

226. No case of treasure trove was reported during the year.

# CHAPTER IX.

# MISCELLANEOUS.

## 1. Ecclesiastical Jurisdiction.

Church of England.

227. The North-West Frontier Province is, with the Punjab, Sind and Baluchistan, included in the See of Lahore. The Chaplaincies in the Province, all of which are on the Bengal (Lahore) Establishment, are as follows:—Abbottabad, Risalpur, Nowshera, Peshawar and Derajat. The Chaplain of Derajat, whose headquarters are at Kohat, is in visiting charge of Bannu and Dera Ismail Khan. For the summer two Chaplains are usually placed in charge of the military camps lying between Bara Gali and Murree.

Church of Scotland.

228. The North-West Frontier Province belongs to the Presbytery of the Punjab and North-West Frontier Province, along with Chamba and Jammu. The Revd. R. G. M. Roche, a temporary Chaplain on the Bengal Ecclesiastical Establishment, who was stationed in Peshawar, and was in visiting charge of Cherat, Nowshera and Risalpur, left India in May 1919. He was relieved by the Revd. G. C. Macpherson, who was transferred to Rawalpindi on 12th November with visiting charge of the stations in the North-West Frontier Province.

Roman Catholic Church.

229. The district of Dera Ismail Khan is included in the Diocese of Lahore, formed in 1880 as a vicariate, and in 1886 constituted as a diocese. The rest of the Province, together with the trans-frontier tracts and Kashmir, belongs to the Prefecture Apostolic of Kafiristan and Kashmir, and was constituted a separate ecclesiastical charge in 1887 with Rawalpindi as headquarters. The Prefect Apostolic appoints military chaplains to the following stations:—Peshawar, Risalpur, Nowshera, Cherat and the Gallis, with an additional Chaplain during the summer for the military camps near Murree.

## 2. Ecclesiastical.

Church Missionary Society.

230. The work of this society is carried on at Peshawar, Dera Ismail Khan and Bannu. The staff consists of 12 missionaries, of whom 5 are clergy and 4 doctors. A hospital and a high school are maintained at each of these centres. In addition there is a college at Peshawar, and district dispensaries are located at Charsadda, Karak, Thal and Tank.

Church of England Zenana Mission.

231. This society works in co-ordination with the Church Missionary Society, and has hospitals for women at Peshawar and Dera Ismail Khan and schools for girls at Peshawar. The staff included 2 qualified women doctors.

## 3. Civil Veterinary Department.

[For further details see the Provincial Report of the Civil Veterinary Department for the year ending 31st March 1920.]

Establishment.

232. The Veterinary Assistants who were deputed to military duty during the Great War returned to their civil duties during the year under report, and the strength of the department was complete except for one Veterinary Assistant. The two vacancies in the cadre of Veterinary Inspectors which remained unfilled owing to the absence of men on military duty were also filled at the close of the year.

Diseases and their treatment.

233. Contagious diseases accounted for 3,087 deaths out of 30,090 cases reported as against 7,224 deaths out of 31,293 cases in the preceding year. The various outbreaks seem to have been far less virulent than in the preceding year, though the number of cases is still very high. The numbers

of both cases and deaths were higher than those of any year since 1912-13 with the exception of 1918-19. This was possibly due to improved reporting, particularly in trans-border agencies, but in any case the figures were not encouraging. About 95 per cent. of the mortality from equine diseases was attributed to surra, which was prevalent in the Kurram and Malakand agencies, especially in the former. Surra has now been notified as a disease to which the Glanders and Farcy Act applies, but it was not considered advisable to extend the Act to the Kurram Agency. Such measures as were possible, however, were taken to combat the disease. Rinderpest was rife throughout the Province, and alone accounted for 2,409 deaths out of the total number of 2,680 deaths during the year. The mortality from rinderpest and hæmorrhagic septicæmia remained high, though lower than last year, in spite of a vigorous inoculation and vaccination campaign, and of the greater readiness now displayed by villagers in allowing their animals to be subjected to preventive treatment.

Breeding operations.

234. There were 17 horse and 17 donkey stallions at the end of the year, or 5 horse stallions and 3 donkey stallions short of the sanctioned strength. The deficiency in the Peshawar and Kohat districts is due to thefts by raiders during the Afghan War. A valuable thoroughbred horse was taken from Peshawar and sold in Jalalabad, and one pony and two donkey stallions were lost in the same way. It is doubtful if funds can be found to bring the stud up to full strength in the immediate future: 1,747 mares were covered as against 1,782 in the preceding year.

Cattle-breeding.

235. As noted in last year's report District Boards continue to take a lively interest in cattle-breeding. Of 10 and 5 bulls indented for last year by the Peshawar and Dera Ismail Khan districts 6 and 4 respectively were obtained. Special classes and prizes have been introduced in the cattle fairs for the stock of District Board bulls. The Awankari herd, which was started with 10 cows and a stud bull at Tarnab in 1913, comprised 42 pure bred Awankari animals at the end of the year. They were fine typical animals. Six young bulls were reported ready for service in the districts and will be offered to the Veterinary Department on payment for distribution to the various District Boards.

Sheep-breeding.

236. Of the 17 three-quarter bred rams remaining from last year of the Hazara Merino flock 2 died. The Tarnab Farm flock made good progress. The Pusht-i-Kuh ram died last autumn leaving a fine flock of lambs.

## 4. Stationery.

237. For the financial year ending 31st March 1920, the value of stationery issued to offices and private presses was Rs. 29,080 as against Rs. 28,329 in the preceding year, showing a small increase of Rs. 751.

## 5. North-West Frontier Province Government Press.

[ Further particulars will be found in the Provincial Report on the working of the North-West Frontier Province Government Press for the year ending 31st March 1920. ]

Establishment.

238. Owing to difficulties in recruitment the outturn of work, though satisfactory in comparison with the payments made to the workmen, was not as gratifying as that of the past two years. The vacancies were due to the reasons given in last year's report and to some extent to the Afghan War scare and paucity of trained labour. The rates of pay of the piece-work compositors and other workmen were handsomely enhanced, and it is hoped that this will help to bring the establishment up to strength again.

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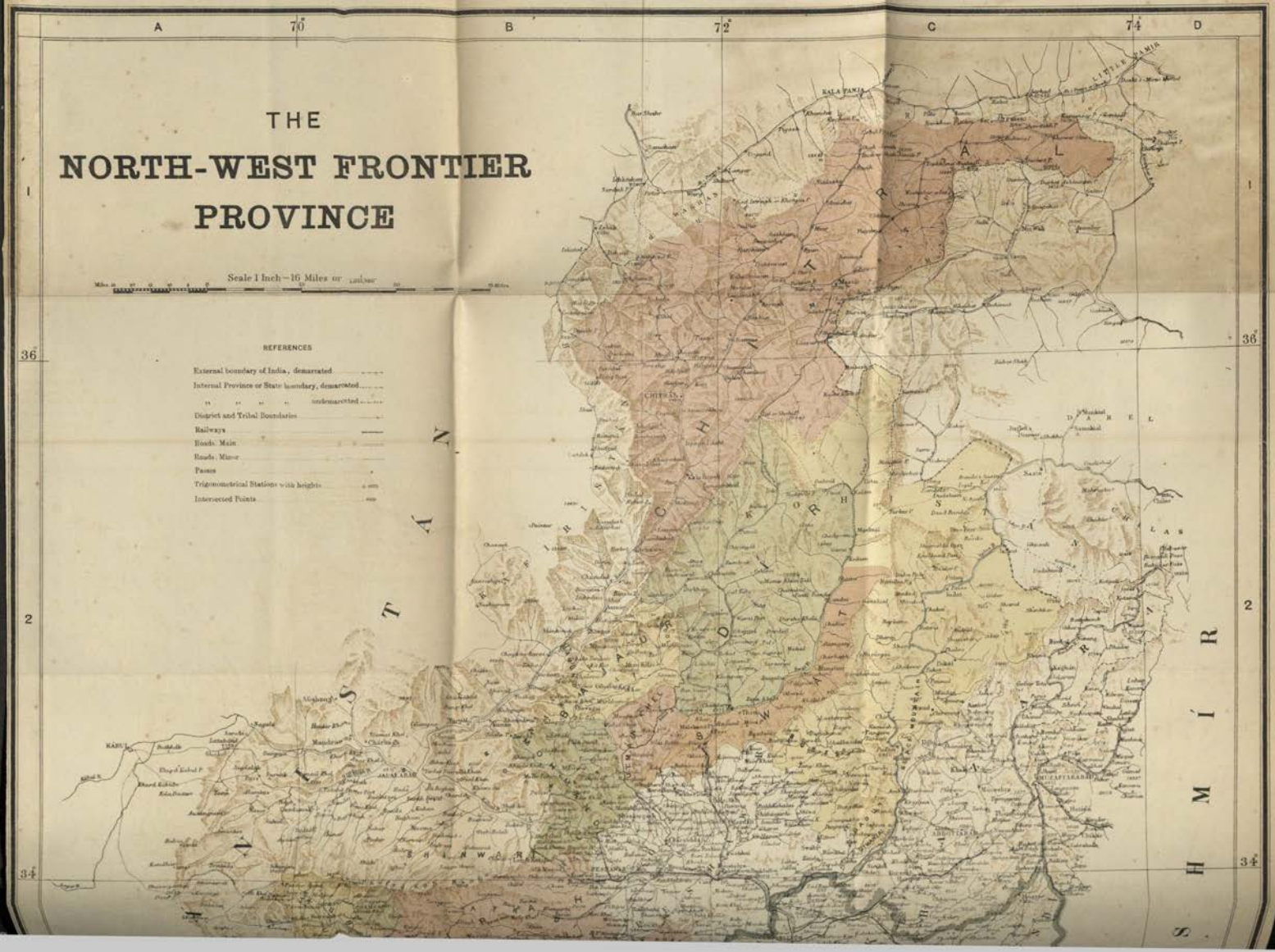

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*Published under the direction of Colonel St. G. C. Gore, C.S.I., R.E., Surveyor General of India.*
*June 1903.*

*Corrections up to 1900.*

NOTE.—The Longitudes are referrible to the Greenwich Meridian, taking that of Madras Observatory as 80° 17′ 20″ East. They require a correction of —2′ 27″ to make them accord with the most recent value of the Geodetic Longitude of that Observatory, *viz.*, 80° 14′ 54″.

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OF THE

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FOR

**1920-21.**

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

**1920-21.**

# PART I.

## GENERAL SUMMARY.

**Frontier Affairs.**

1. FRONTIER affairs have been described in detail in a separate report. Except in the northern sector of the border, comprising Buner, Dir and Swat and the Mohmand country, our relations with the tribes were by no means peaceful. The Afridis, Orakzais and Wazirs, who had been demoralized by the outbreak of war with Afghanistan, continued, in response to subtle instigation, to raid the neighbouring settled districts of the Province. The campaign in Mahsud country was firmly pressed and our troops established a permanent camp at Ladha, in close proximity to Makin. The Mahsuds, who had opposed our advance with stubborn bravery, were slow to admit defeat but were gradually brought to a recognition of the inevitable and the greater part of the tribe submitted to our terms before the close of the year. The Wazirs of the lower portion of the Tochi Valley also paid up their fines and resumed friendly relations with Government. A military force advanced from Miranshah to Datta Khel, in Upper Tochi, but had to be withdrawn prematurely for service on the Mahsud border, and our occupation of the valley continued therefore only up to Miranshah. There was a local outbreak by the tribes of the Black Mountain, bordering on the Hazara District, but it was easily quelled by a small force from Abbottabad with the assistance of aircraft.

The political agitation set on foot in India in connection with the Rowlatt Bill culminated during the year in the *Hijrat* movement, as a result of which several thousands of inhabitants of the Peshawar District went to Afghanistan, other districts of the Province being also affected in minor degree. The disillusioned emigrants returned after a few months in a state of utter destitution and arrangements were undertaken with a view to re-settling them in their homes and giving them a fresh start.

**Frontier Militia Corps, etc.**

2. The existing Militia Corps and the Frontier Constabulary continued to carry out their duties satisfactorily. A corps of a thousand local Levies was raised in the Kohat District to cope with the activities of Afridi, Orakzai and Wazir raiding gangs and a body of local *khassadars* was also enlisted from friendly sections of the Afridis to deal with raiders from unfriendly sections of the same tribe. Both corps did valuable work.

**Condition of the people.**

3. Agricultural conditions generally were adverse throughout the Province, owing to severe drought, and the total sown area was 25 per cent. below normal. Prices were so high as to bear no relation to normal rates, the unfavourable climatic causes being reinforced by local factors, such as the military operations in South Waziristan and the *Hijrat* movement.

**Realization of the revenue.**

4. The fixed revenue collections amounted to 93·4 of the total demand as against 98·5 last year. The collections on account of Fluctuating Land Revenue were Rs. 1,64,386 as against Rs. 1,23,555 last year, the increase being due to better crops in the Dera Ismail Khan District to which this form of revenue is in the main confined.

**Police and Crime.**

5. A further increase has to be recorded in the returns of serious crime, the principal causes being trans-border unrest and scarcity and high prices, in combination with general disregard for human life and an easy familiarity with violence in the minds of the comparatively large proportion of the male inhabitants who fought in the war. Given calm in the Indian continent and the border land merely ruffled by occasional local storms, the criminal records of the Province, though never lacking a certain distinction, plainly reflect the advance of the *pax Britanica*. Latterly the influences from India have not been sedative while on the other flank the Province has been exposed to the disruptive force of an Afghan War and widespread tribal hostility; these causes were inevitably reflected in the criminal statistics for the year and they were further accentuated by the *Khilafat* and *Hijrat* movements. In the circumstances the criminal record reveals no test of Police working. The burden on the Police force was unprecedentedly heavy throughout the year and it was borne with unfailing courage and loyalty.

**Jails.**

6. There was a further increase in the jail population during the year and there was no diminution in the difficulties caused by over-crowding. There were no escapes by convicts and only two abortive attempts to escape were made. The health of the jail population was good, the average number of sick being 24 *per mille* as against a ratio of 22 last year.

**Civil Justice.**

7. The total figures of suits in the Province show a very slight decline, mainly due to a falling off in the Hazara and Bannu districts where political conditions were unsettled. The total value of suits increased from 63 lakhs to 85, illustrating the continued rise in value of houses and landed property throughout the Province. A satisfactory feature is the decline, from 39 to 33 per cent., in the proportion of suits brought by the money-lending class against agriculturists.

**Registration.**

8. It is noteworthy that whereas the total registration of instruments affecting immovable property showed an increase of only ·4 per cent., the value of property alienated thereunder rose from 154·82 lakhs to 197·15 lakhs, showing an advance of ·27 per cent. No other point calls for comment.

**Municipal administration and working of District Boards.**

9. The working of these institutions proceeded on normal lines and was as satisfactory as could be expected. The closing balance of the District Boards decreased by 1½ lakhs, expenditure having increased with the general rise of salaries and prices and the sources of income having remained stationary. The balances of the Municipalities at the close of the year were Rs. 19,16,769 in cash and Rs. 5,58,820 in securities against Rs. 12,44,430 and Rs. 10,13,416 respectively last year. The decrease in the invested balance was due to the repayment of War Bonds.

**Weather and Crops.**

10. Rainfall during May and June 1920 was below normal and sowing operations, especially on the unirrigated tracts, were adversely affected throughout the Province. In July, August and September the average rainfall was below normal except in the Kurram Agency and the final result of an unfavourable season was the failure of a very large area of sown crops, especially on unirrigated lands. October and November were practically rainless and rain was scanty in December and January. Thus the season was most

unfavourable for Rabi sowings. The total sown area was 25 per cent. less than normal and the Kharif harvest was 12 per cent. and the Rabi 31 per cent. below the average. The year was a bad one for cattle and large numbers were sold and slaughtered owing to scarcity of fodder. The abnormally severe drought was a great trial to the agricultural population, who had to dispose of their plough cattle in many tracts in order to find money to buy food. Seed stocks were mostly consumed as food and in some parts, particularly the Derajat, agriculture received a severe set back.

**Forests.**

11. The revision of the existing working plans for afforestation were again unavoidably postponed although the necessity for revision is becoming increasingly urgent. There was a large rise in the number of fire cases, owing to the exceptionally dry winter which facilitated the burning of certain areas of the high level forests. There was a slight increase in the total number of forest cases as compared with last year.

**External Land Trade.**

12. The total volume of trade (including treasure) fell during the year by about 47 lakhs or approximately 12 per cent. The decrease admits of ready explanation, being mainly due to the Bolshevik revolution in Bokhara which has completely ruined the Peshawar trade with Central Asia. Indian merchants in Peshawar were very hard hit by the confiscation of valuable stocks in Bokhara and elsewhere and many of the leading Peshawar firms are on the verge of bankruptcy.

The trade of South Waziristan showed an extraordinary expansion of 57 and 73 lakhs in imports and exports respectively, due to the raising of the blockade against the tribes in Waziristan who accepted our terms.

**Irrigation.**

13. The areas irrigated and matured amounted to 360,940 acres and 348,228 acres respectively as compared with 366,710 and 355,706 last year. The Kharif irrigated area showed a decrease of 28,254 acres, mainly attributable to the *Hijrat* movement. The net revenue amounted to Rs. 2,33,977 as against Rs. 4,25,684 in the previous year.

**Excise and Opium.**

14. For the second time licenses were put up to auction by free competition and the income which had gone up from Rs. 5,78,832 in 1918-19 to Rs. 8,55,061 in 1919-20 further rose to Rs. 10,87,454. In regard to opium there was a considerable decrease in the sales for the year owing to bumper poppy crops in Ningrahar and a consequent large extension of smuggling.

The illicit trade in cocaine shows no signs of decreasing and it is feared that the cocaine habit is spreading, specially in Peshawar, where five strong gangs of smugglers were at work. In this connection two important cases were successfully prosecuted by the Excise Department.

**Sanitation and Medical.**

15. There was a general improvement in the health of the Province as a whole during the year under review. Abnormal mortality due to epidemics was confined to plague and small-pox. Plague occurred only in the Peshawar District and 732 deaths were reported. The mortality from small-pox was more serious, amounting to 2,051 deaths as against 1,204 in 1919 and 81 in 1918. More than half the total mortality under this head occurred in the Dera Ismail Khan District.

During the year the daily average number of out-patients at dispensaries fell to 2,911·24 which is less by 160 than the daily average in 1919. The number of in-patients remained practically the same. It is proposed to enlarge the Egerton Hospital in Peshawar City but at the close of the year the difficulty of acquiring the necessary land had not been surmounted.

**Vaccination.**

16. The number of vaccinations performed decreased by 13 per cent. and the main reason for this falling off is reported, by the Chief Medical Officer, to be discontent among the vaccination staff, caused by the inadequacy of their pay. The results are somewhat disappointing.

Education.

17. Education was seriously obstructed during the year by a number of causes, partly economic and partly political. During the summer 75 teachers of the Peshawar and Hazara districts went away to Afghanistan in connection with the *Hijrat* movement. In August political troubles arose in the Hazara District and the working of the schools was dislocated for a short period.

A scheme for the revision of teachers' salaries was sanctioned in November and came into effect from July 1st, 1920, and afforded great relief, but it cannot be said that masters, as a class, are contented with the increase.

There was a satisfactory increase generally in the various grades of institutions and the total number of students of all grades increased by 5,102. Expenditure on education rose from Rs. 12,42,097 in 1919-20 to Rs. 14,60,370.

# PART II.

# CHAPTER I.

# POLITICAL.

## 1. Physical Features of the Country, Area, Climate and Chief Staples.

( See Part II, pages 1—5 of the Report for 1911-12. )

## 2. Historical Summary.

( See Part II, pages 5—14 of the Report for 1911-12. )

## 3. Form of Administration.

( See Part II, page 14 of the Report for 1911-12. )

## 4. Character of Land Tenures.

( See Part II, pages 14—19 of the Report for 1911-12. )

## 5. System of Survey and Settlements.

( See Part II, page 20 of the Report for 1911-12. )

## 6. Civil Divisions of British Territory.

( See Part II, pages 20-21 of the Report for 1911-12. )

## 7. Details of the Census — Tribes and Languages.

( See Part II, pages 21—28 of the Report for 1911-12. )

## 8. Changes in the Administration.

Personal.

1. The office of the Chief Commissioner and Agent to the Governor-General was held by the Hon'ble Sir Hamilton Grant, K.C.S.I., K C.I.E., I. C. S., up to the 7th March 1921, and by the Hon'ble Sir John Maffey, K.C.V.O., C.S.I., C.I.E., I. C. S., who continued in charge till the close of the year.

## 9. Frontier Affairs.

2. The Border administration forms the subject matter of a separate report.

## 10. Condition of the People.

3. The abnormally severe drought experienced during the year under report was a great trial to the agricultural population, who had to dispose of their plough cattle in many tracts in order to raise money to buy food. Seed stocks were mostly consumed as food and in some parts, particularly the

Derajat, agriculture received a severe set-back. The condition of the agricultural population was generally very unsatisfactory throughout the Province, as both the Kharif and Rabi harvests were poor and the supply of water and fodder was insufficient on account of prolonged drought. The wages of labourers continued to show an upward tendency except at the time of the spring harvest when owing to the influx from across the border labour was for a time plentiful and cheap. The demand for unskilled labour was keen in Dera Ismail Khan in connection with the construction of public and private works. A casual labourer was able to earn between Re. 0-12-0 and Re. 1-0-0 per day, and many cultivators finding this method of livelihood more certain and profitable than agriculture showed a tendency to abandon their lands. Owing to the failure of the rains fodder was generally scarce in all districts and the Kurram Agency. In the Hazara District there was a serious scarcity of fodder during the year which necessitated the import of *bhoosa* from the Punjab. The general condition of live-stock in this district was deplorable. In the latter part of the year water was not procurable in the Daman tract of the Dera Ismail Khan District, with the result that it was practically deserted. There was also great scarcity of drinking water in many villages of the Kohat District and in the unirrigated tracts of the Bannu District.

# CHAPTER II.
# ADMINISTRATION OF THE LAND.

[ Further details will be found in the Provincial Report on the Administration of Land Revenue for the revenue year 1st October 1919 to 30th September 1920 and in the Agricultural Statistics of India, Volume I.]

## 1. Realization of the Revenue.

**Fixed Land Revenue.**

4. The total demand on account of Fixed Land Revenue for the year was Rs. 19,01,830 against Rs. 18,89,999 last year, while the total collections amounted to Rs. 17,76,418 or 93·4 per cent. of the demand, leaving a balance of Rs. 1,25,412 at the close of the year. Of the previous year's arrears Rs. 12,648 were collected during the year under report and the balance uncollected stood as under :—

| | Rs. |
|---|---|
| Under suspension ... ... ... ... | 6,018 |
| Not under suspension ... ... ... ... | 5,651 |
| Irrecoverable ... ... ... ... ... | 4,387 |
| Total ... | 16,056 |

The Peshawar District which is responsible for over 50 per cent. of the total Fixed Land Revenue demand of the Province has arrears amounting to Rs. 88,020. The *Hijrat* movement somewhat retarded collections. But the Deputy Commissioner reports that, "as usual, the big land-owners of the Peshawar and Charsadda tahsils are the principal defaulters." Pressure has since been brought to bear on them, with the result that subsequent reports received after the close of the year under report indicate a large decrease in the arrears.

5. In the Bannu District there was a balance of Rs. 8,827 of suspended revenue brought forward from 1918-19. No suspensions were necessary during the year and Rs. 2,809 of suspended revenue were collected, leaving a balance of Rs. 6,018 at the close of the year under report. A remission of Rs. 781 only was granted during the year on account of calamities of season against Rs. 2,193 in the year previous.

**Fluctuating and Miscellaneous Land Revenue.**

6. The collections on account of Fluctuating and Miscellaneous Land Revenue were Rs. 1,64,386 and Rs. 82,450 respectively against Rs. 1,23,555 and Rs. 1,80,710 in 1918-19. The increase of Rs. 40,831 in the Fluctuating Land Revenue is confined to the Dera Ismail Khan District, where crops were better owing to more frequent floods in the hill torrents there.

7. The large decrease under Miscellaneous Land Revenue from Rs. 1,80,710 in 1918-19 to Rs. 82,450 in the year under report is shared by all the districts and the Kurram Agency. In Hazara it is due to drought and to the small number of fines imposed under Sections 36 and 37 of the Hazara Forest Regulations. In Peshawar the surcharge on export of food-grains from the Province was abolished. In the Bannu District there were no sale-proceeds on outlaws' lands confiscated to Government, while in the Kohat and Dera Ismail Khan districts and the Kurram Agency there was a big drop in the receipts from Tirni, due to restrictions placed upon Gilzais entering British territory as a result of the Frontier operations.

8. Collections during the year under the heads "Fluctuating and Miscellaneous Land Revenue" on account of previous years amounted to Rs. 6,628, leaving a recoverable balance of Rs. 24,118 at the close of the year.

**Miscellaneous.**

9. The total number of coercive processes issued for or against Lambardars was 1,740 as compared with 1,609 in the preceding year. The amount of arrears for the realization of which processes were issued was Rs. 3,08,365 against Rs. 2,55,535 in the preceding year. Actual recoveries through these processes amounted to Rs. 2,61,998 against Rs. 2,32,495 in the preceding year.

10. There was a slight rise in land revenue assignments, which were Rs. 4,82,084 or 19·4 per cent. of the total revenue as against Rs. 4,25,196 or 17·8 per cent. in 1918-19.

Surveys and Settlements.

11. The Rectangular Survey of 9 villages irrigated by the Swat River Canal in the Swabi Tahsil of the Peshawar District was completed during the year. Extension of this work to other villages has now begun.

Land Records.

12. The total number of Patwaris and Assistant Patwaris was the same as last year, *viz.* 897. The number of Patwaris retired, died, dismissed or reduce was 146 against 182 in the preceding year. Of the total number of Patwaris 434 or 48 per cent. are agriculturists which is satisfactory. The revision of salaries effected from 1st April 1920 was not well accepted and much discontent followed. As already observed, it it hoped further to ameliorate the condition of service in the near future. The *Khilafat* movement during 1920 resulted in some resignations from Patwaris, but no appreciable effect resulted. Fifty-seven new appointments were made during the year under report. Of these 40 were given to agriculturists and 17 to others. One Patwari was promoted to Kanungo and 2 were taken on the District Staff. The annual returns were filed on due date in all districts except Peshawar, where they were delayed owing to the *Hijrat* movement. Rs. 3,050 were allotted to districts for expenditure on *Patwarkhanas* and necessary repairs were carried out. The total cost of the Patwari establishment, including stationery, survey equipment, gratuities and other charges amounted to Rs. 1,82,478 during the year under report against Rs. 1,39,354 in the preceding year. The average cost per Patwari amounted to Rs. 203 per annum as compared with Rs. 155 in the preceding year.

13. There were 2 Kanungo vacancies, of which 1 was filled from the Patwaris list. One Kanungo was appointed Naib Tahsildar during the year.

14. Mutation work was again heavy in the districts of Hazara, Peshawar and Bannu, where unattested mutations were 10,604, 7,891 and 8,565 respectively. The arrears in the Hazara District are reported to be due to the frequent changes of Tahsildars and Naib Tahsildars, a matter which was unavoidable owing to local conditions. In the Peshawar and Bannu districts work was somewhat dislocated owing to the *Hijrat* movement and a temporary strike of the Patwari and Kanungo staff. In the circumstances, the disposals of mutation work were on the whole satisfactory.

15. The annual papers and detailed *jamabandis* were punctually prepared and filed in all the districts with the exception of 6 villages in the Kohat District. Out of 802 *jamabandis* prepared during the year under report, 195 were attested by Collectors and their assistants as compared with 102 out of 767 in the prenious year.

Wards' Estates.

16. The total number of estates under the control of the Court of Wards was the same as last year, namely three — Agror and Khanpur in the Hazara District and Topi in the Peshawar District. The Khanpur estate was, however, reduced to nearly half its size owing to the release of the share of Raja Safdar Jang from 1st October 1919, *vide* paragraph 17 below. The total area of the estates remaining under management during the year was 27,509 acres and the cultivated area 13,734 acres as against 37,480 and 16,479 acres respectively in the previous year. The decrease is due to the release of a half share in the Khanpur estate. The Agror estate shows increases of 559 and 323 acres in the total and cultivated areas respectively, consequent on the enforcement of the revised settlement of the Agror Valley during the year under report. The total assets of the three estates at the close of the year were valued at Rs. 50,82,294 as compared with Rs. 53,55,539 in the last year. Taken individually, the Agror estate shows an improvement of Rs. 1,38,548 due to the increase in the estimated value of land and house property owing to the revised settlement and the Topi estate an increase of Rs. 3,617 owing to savings during the year ; while the Khanpur estate exhibits a decrease of Rs. 4,15,410 in consequence of the release of half the property to Raja Safdar Jang. The

total cash balance at the credit of the three estates at the close of the year under report amounted to Rs. 23,265 only as against Rs. 67,334 at the end of the last year. A sum of Rs 22,092 was invested in Government securities during the year, namely, Rs. 10,000 by the Khanpur estate and Rs. 12,092 by the Topi estate. The total investments in Government paper on behalf of these two estates now amount to Rs. 73,592 excluding securities valued at Rs. 40,000 handed over to Safdar Jang on his release. The only liabilities of the estates on 30th September 1920 were Rs. 825 due to Government on account of arrears of ward's rate and audit fees and Rs. 1,000 due to other persons. The total income of the estates under management during the year under report was Rs. 58,648 against Rs. 83,831 in the preceding year. The decrease occurs in the Khanpur estate and is due to the reason already stated. The Agror estate shows a slight increase in cash rents in consequence of the revised settlement. The rise of Rs. 3,284 in the Topi estate is chiefly noticed under the heads " income from loans," " cash rents " and " sale of grain, etc." The total expenditure in the year was Rs. 1,02,718 against Rs. 56,704 in the last year.

17. The share of Raja Safdar Jang, second son of the late Raja Jahandad Khan of Khanpur, was released from the superintendence of the Court of Wards from the 1st October 1919. On release he received a landed estate of 7,429 acres valued at about three and a half lakhs with a net annual income of Rs. 8,200 and a bungalow worth about Rs. 4,000. He further received a capital sum of Rs. 40,000 invested in Government stock, producing Rs. 2,100 per annum interest as well as a sum of Rs. 32,674 in cash and jewellery. Thus the total assets handed over to Safdar Jang on release amounted to Rs. 4,26,674 as compared with Rs. 3,47,243 on assumption of charge. It is apparent, therefore, that the Court of Wards management has proved very beneficial to the ward.

**Advances to cultivators.**

18. Rs. 33,800 and Rs. 2,17,687 were advanced respectively under the Land Improvement Act and Agriculturists' Loans Act against Rs. 16,590 and Rs. 3,56,035 in the preceding year. The decrease under the latter is a resultant of the want of timely rains at sowing time. Rs. 3,38,287 (Rs. 3,12,232 principal and Rs. 26,055 interest) were due for collection within the year. Of this Rs. 2,91,997 were collected, Rs. 7,198 were suspended and there was thus an amount of Rs. 39,092 (Rs. 35,810 principal and Rs. 3,282 interest) overdue at the close of the year. Nine certificates of protective leases were granted during the year Seven new wells were sunk and an old one was repaired during the year at private expense against the construction of five new wells only in the preceding year. Takavi advances helped towards the construction of four new wells only against the construction of two new wells and the repair of an old one in the preceding year.

**Transfers.**

19. Seventy-five applications for permanent alienations under Section 3 (2) of the Act were made during the year under report against 105 in the preceding year. Only 20 were sanctioned, namely 7 in Hazara, 4 in Bannu and 9 in Dera Ismail Khan. The Hazara cases covered an area of 23 acres, of which 14 acres were transferred to non-agriculturists for building purposes and 9 acres were acquired by Government for public purposes. No application was made for permission to alienate land permanently in favour of residents of Independent territory. One application was however made in the Bannu District by a Bhitanni Pathan of the neighbouring district of Dera Ismail Khan, but it was rejected.

20. The total number of transactions under gifts and exchanges rose from 1,766 in the previous year to 2,022 in the year under report and the area so transferred advanced from 13,278 acres to 21,400 acres. No gifts or other transfers, contrary to the provisions of the Act, were brought to notice.

**Mortgages and Sales.**

21. The total area mortgaged with possession during the year amounted to 57,239 acres and the mortgage debt to Rs. 45,21,514 against 45,491 acres and Rs. 31,53,436 in the previous year. The increase is confined to the Hazara and Bannu districts. In the Dera Ismail Khan District the area mortgaged fell

ADMINISTRATION OF THE LAND.

from 12,315 acres to 11,055 acres, a decrease of 1,260 acres but the mortgage money rose from Rs. 2,67,853 in 1918-19 to Rs. 3,65,525 in the year under report, which is attributed to the fact that there was an increase of 797 acres in the cultivated area mortgaged during the year. The total area redeemed during the year was 62,308 with a mortgage debt of Rs. 21,17,498 as compared with 49,631 acres and Rs. 22,47,878 respectively in the preceding year. The Hazara and Bannu districts exhibit an increase in the area redeemed, while the Dera Ismail Khan District shows a falling off. The amount discharged by redemption fell short of the debt raised during the year by new mortgages by Rs. 24,04,016. The average of the mortgaged money discharged works out to Rs. 53 per acre of cultivated land as compared with Rs. 120 per acre on cultivated land newly mortgaged during the year under report. The increase in the value of land is in consonance with the general all-round advance in prices.

22. The total area sold during the year was 33,338 acres assessed at Rs. 11,142 as against 29,598 acres assessed at Rs. 9,737 in 1918-19. The purchase money amounted to Rs. 31,06,460 against Rs. 28,74,062 in the previous year. In the Hazara District the area sold increased from 6,569 acres to 8,603 acres, while the value of the land declined from Rs. 11,79,603 to Rs. 11,60,092 due to the inferior quality of land sold. In the Bannu District both the area sold and the value thereof increased from 7,387 acres and Rs. 10,54,905 to 9,667 acres and Rs. 11,86,918 respectively. In the Dera Ismail Khan District the area sold declined by 574 acres, but the sale price went up from Rs. 6,39,554 to Rs. 7,59,450. This increase in the sale-proceeds is due to a larger percentage of the area sold being cultivated land, *viz.*, 33 per cent. as against 29 per cent. in the year previous.

Land Alienation Act.

23. The average mortgage price per acre of the total area mortgaged rose from Rs. 69 in the preceding year to Rs. 79 in the year under report and the sale price from Rs. 76 per acre to Rs. 93 per acre. In the districts of Hazara and Bannu, though the average mortgage price per acre has slightly risen, the sale price has considerably fallen as compared with last year due to transactions in inferior qualities of lands and, in the Bannu District, to valuable cultivated land being acquired for the extension of the Bannu Cantonment.

24. The total area mortgaged by agricultural tribes amounted to 54,023 acres as compared with 42,980 acres in the preceding year, while the area acquired by them in mortgage was 51,440 acres against 42,244 acres. Agriculturists thus sustained a loss of 2,583 acres on temporary transactions as compared with 736 acres last year. The Dera Ismail Khan District was chiefly responsible for this loss. The net area gained by sales by agriculturists was 131 acres as compared with 151 acres in the preceding year. In the Hazara District, Awans, Dilazaks, Gujars, Mishwanis, Mughals and Tanaulis have gained most both by mortgages and sales, while Kureshis, Pathans and Turks sustained much loss under both heads.

25. Of the total area redeemed 52,195 acres or 84 per cent. were redeemed by members of agriculturist tribes during the year under report as against 42,644 acres or 86 per cent. last year. The largest area amounting to 23,521 acres was this year again redeemed by Pathans in the Bannu District. In the Dera Ismail Khan District, Gandapur and other Pathans and in the Hazara District, Awans, Pathans, Swathis and Tanaulis gained by redemptions.

# CHAPTER III.
# PROTECTION.

[ Further information on the subjects dealt with in this chapter will be found in the Statistics of British India, Volume IV, Administration and Judicial (including area, population and local funds). ]

## 1. Legislative Authority.

( See page 33 of the Provincial Administration Report for 1911-12. )

## 2. Courts of Legislation.

26. No act especially affecting the North-West Frontier Province was passed by the Viceroy's Legislative Council during the year under review.

## 3. Police and Crime.

[ Further details will be found in the Provincial Police and Criminal Justice Administration Reports for the year ending 31st December 1920. ]

**General.**

27. There was a further rise in all classes of crime, including serious offences against the person. Many causes were at work to produce this result, of which the chief was the steadily increasing contempt for human life, caused by the easy familiarity of the population with the horrors of five years of war. Another important cause was the marked political upheaval experienced by the Province in connection with the *Hijrat* movement, which followed upon a long period of violent agitation in India. Prices of all necessaries continued at a high level; a proportion of the people affected thereby was also stirred to emulation by the depredations of trans-frontier tribal gangs which were frequently attended by marked and material success. Mullas and local agitators instigated from down country held up the Government to hatred and contempt and the bonds of tradition and social discipline continued to loosen. All these causes continued to affect the general tranquility and to intensify the general disregard for law and order.

**Cognizable offences.**

28. The total number of true cognizable cases, classes I to VI (*i.e.*, column 14, Statement A, part I) dealt with by the Police during the year was 6,488 as against 5,955 in 1919, an increase of 533 cases. Eliminating class VI the figures are 5,439 as against 5,094 in 1919, an increase of 375 cases. The Kohat and Bannu districts are mainly responsible for this increase which is attributable to the unsettled conditions prevailing throughout the year.

**Murder cases.**

29. The details of the total of murder cases (644 as compared with 474 in 1919) are given as follows:—

(*a*) plunder in 104 cases,

(*b*) relation between the sexes in 147 cases,

(*c*) blood-feud in 101 cases,

(*d*) land disputes in 33 cases,

(*e*) other causes in 259 cases,

and no less than 136 of these murders are attributed to trans-border offenders.

30. The large increase in serious offences against the person is a matter of grave concern when one considers that even the 1919 figures were high.

A closer examination of the figures does not, unfortunately, allay anxiety in any way, for this increase of 470 cases includes no fewer than 170 additional cases of murder, 85 attempts at murder, 27 cases of culpable homicide, 56 cases of kidnapping and 55 offences of grievous hurt.

Dacoities.

31. Dacoities rose from 313 in 1919 to 438 during the year under report. Of this latter number no fewer than 320 were the work of trans-border offenders, leaving a balance of 118 internal dacoities as against 60 in 1919. Internal dacoities rose in the Peshawar District from 23 to 54 and in the Bannu District from 5 to 36; the behaviour of the Peshawar tribes improved slightly, while the Mahsuds' activities were considerably curbed by the military operations in South Waziristan. The behaviour of the Kohat and Bannu tribes was persistently criminal and gave the Police of those districts no peace. Omitting external dacoities, over which the Police have little or no control, our record of 118 internal dacoities shows a heavy rise, for which the Peshawar and Bannu districts are mainly responsible.

Kidnapping.

32. There were 132 cases of kidnapping during the year as against 54 in 1919. Seventy-four Hindus and 138 Muhammadans were kidnapped (as against 102 Hindus and 168 Muhammadans during the previous year) from which it would appear to be established that the question of religion no longer carries any weight with trans-border raiders, who carried off two Muhammadans to every one Hindu during the year.

Burglary.

33. There were 1,325 cases of burglary during the year compared with 1,370 in 1919, *i.e.*, a decrease of 45 cases.

Theft.

34. There was practically no change in the total number of robberies during the year, while cases of grievous hurt increased from 276 to 331.

Investigation and Conviction.

35. The Police investigated 7,928 cases as against 7,292 in the previous year, the figures for true cases being 7,161 and 6,441 respectively. The percentage of convictions to trials showed a slight falling off from 67·8 to 60·7, and the percentage of convictions to true cases investigated showed a similar deterioration. While this result is depressing it must be recognized that border disturbance and political agitation have enormously increased the work of the Police and interfered with the performance of their normal functions.

Strength of the Police Force.

36. Consequent on the improved behaviour of Peshawar City the additional Police Force in that City was very considerably reduced with effect from 1st January 1920. For the same reason it was found practicable to affect still further reductions at the close of the year and at the present time less than one-half of the original Force of 1919 remains.

Proclaimed Offenders.

37. At the beginning of the year there were 1,371 proclaimed offenders on the register: 284 were added during the year, making a total of 1,655: of this number 33 were arrested and the names of 118 more were, for various reasons, struck off the register: there were, therefore, 1,504 proclaimed offenders on the register at the end of the year.

Criminal Investigation Department.

38. The *Khilafat* agitation and *Hijrat* movement threw an increased burden of labour on the shoulders of the Criminal Investigation Department. The work and loyalty of the Department during the ordeal left nothing to be desired.

Internal Administration.

39. The Force was practically up to strength throughout the year, the average number of vacancies being under 40. The extra cost of living resulted in a marked increase in resignations, which rose from 239 to 616. The number of educated men in the Force numbered 1,258 constituting a percentage of 23·3 of the total Force. The number of departmental punishments fell from 608 to 457 while the judicial convictions numbered 85 against 72 in the previous year.

## Chemical Examiner.

[For further particulars see the Report of the Chemical Examiner to Government, North-West Frontier Province, for the year ending 31st December 1920.]

40. The number of cases received and examined during the year amounted to 180 as compared with 147 in the previous year. There was an

increase of 40 cases in medico-legal work and 31 articles were examined for purity and quality as against 38 in 1919. The number of human poisoning cases sent for investigation was 52, the same as in the previous year; of these 30 were fatal, opium and arsenic again being the chief agents. In cattle poisoning there was a further reduction of 8 cases, only 2 being sent up, both from Peshawar District. In one of these cases arsenic was deducted.

## 4. Criminal Justice.

[Further details will be found in the Provincial Criminal Justice Administration Report for the year ending 31st December 1920.]

General.

41. The state of crime in the Province during the year 1920 was aggravated by causes both political and economic. In the Derajat and Kohat the conditions were entirely abnormal and it is not surprising that, in these portions of the Province, some startlingly high records were established. The hostile attitude of the tribes and their neighbourhood had its natural reaction on the people and must be held largely responsible for the increase of crime generally. While in Peshawar and Hazara the tension from without was less acute, internal crime continued to increase and gave cause for anxiety. The general causes have already been discussed in connection with the work of the Police in paragraph 27 above.

Duration of trials.

42. The average duration of trials rose to 8 days from 7 in the preceding year. It was highest in Dera Ismail Khan, where the delay in the Tahsil Courts again affords room for criticism with an average of 19 days, compared with 20 in the previous year.

Imprisonment awarded.

43. 2,759 persons were sentenced to imprisonment compared with 2,666 during the previous year, of whom 137 as against 124 were sentenced to simple imprisonment. The percentage of cases in which solitary confinement was awarded fell from 46 to 41.

Matrimonial offences.

44. In offences relating to marriage only 85 persons were convicted out of 1,066 brought to trial, compared with 83 out of 991 in the preceding year. In view of the unsatisfactory result, the Judicial Commissioner remarks on the desirability of referring a greater proportion of such cases for settlement under the Frontier Crimes Regulation.

Capital Offences.

45. Sessions Judges passed sentence of death on 38 persons, including 3 whose cases were pending from last year, compared with 47 in 1919. In 23 the sentence was confirmed by the Judicial Commissioner, in 5 it was commuted to transportation for life, and in one the conviction was altered to rigorous imprisonment. Five persons under sentence of death were acquitted and released.

Appeals.

46. There was a decrease in the number of persons who appealed to District Magistrates and the figures fell from 610 to 581. In 37 per cent. compared with 31 per cent. the sentence was reduced or reversed, it was enhanced in the case of 4 persons as against 6 in 1919. There was a further rise in the average duration of appeals from 17 to 18 days.

47. Applications for revision increased from 181 to 229.

## 5. Prisons.

[Further details will be found in the Provincial Report on the Administration of the Jails for the year ending 31st December 1920.]

Numbers of prisoners.

48. The total population of all jails and lock-ups in the Province increased from 2,485 on 1st January 1920 to 2,566 on the 31st December 1920. The average number during the year increased from 2,402 to 2,639. Seventeen convicts were released on account of bodily infirmity, 31 gained release on other grounds by order of Government, 21 convicts were executed, and 637 were released under the remission rules.

Accommodation.

49. The total jail accommodation on 31st December 1920 was 2,566, an increase of 200 as compared with 2,366 in 1919. It is due to the addition

of four new barracks constructed in the Dera Ismail Khan Jail in 1919 and occupied in 1920. The daily average number of convicts, under-trial and civil prisoners was 2,385. In addition to this a daily average of 174 political prisoners were detained in the Provincial jails. All the jails were overcrowded: Kohat jail throughout the year, the others for periods varying from 79 to 269 days. Prisoners in excess of accommodation were kept in tents within the precincts of the jails.

**Health.** 50. The daily average number of sick was 57 for all jails, giving a ratio of 24 per *mille*; 50 deaths occurred among prisoners of all classes (convicts, under-trial and civil), giving a ratio of 21·32 per *mille*. Admissions for malaria in all the jails were 567 as compared with 602 in 1919. Among these cases 5 deaths occurred. There were 42 admissions for pneumonia with 15 deaths. Thirty cases of tuberculosis were admitted in the Peshawar Jail, among whom there were 6 deaths. Quinine prophylaxis was in force in all jails from the beginning of September to the middle of November 1920.

**Jail Establishment.** 51. The number of offences committed by members of the jail staff shows an increase of 21 over last year's record and was 169 as compared with 148. There was no offence calling for special comment. The jailor at Abbottabad was severely reprimanded for illegally permitting an interview with a political prisoner, and three assistant jailors were punished for minor offences.

**Conduct of convict population.** 52. Corporal punishment was inflicted in 14 cases as against 3 in the preceding year. A total of 720 punishments was awarded against 780, the ratio to the average convict population varying from 52 in Abbottabad to 21 in Kohat.

**Expenditure.** 53. The total expenditure on the maintenance and guarding of prisoners for the year under report was Rs. 2,96,962 as compared with Rs. 2,74,552 in 1919. The cost per head of the total strength (convicts, under-trial and civil) for the year comes to Rs. 124-2-8 against Rs. 126-5-6 in the previous year.

**Jail Industries.** 54. A total cash profit of Rs. 35,069 was realised in connection with jail industries throughout the year, lithographic printing being again, of all branches, the most profitable.

## 6. Civil Justice.

[Further details will be found in the Provincial Civil Justice Administration Report for the year ending 31st December 1920.]

**Institutions.** 55. The total number of suits instituted during 1920 was 26,573 compared with 26,860 in the previous year. Of these 19,650 were claims for money or movable property and 6,923 related to title. The tendency noticed last year of money suits to decline was maintained. In Peshawar litigation showed an all-round increase, a distinction which is shared with Dera Ismail Khan. In the former district the rise in suits for money is said to have been due to a desire on the part of creditors to recover debts from *Muhajarin* before they left British territory, but more probably was merely the result of a return to more normal conditions after the Martial Law period of the previous year. This view is supported by the fact that, with the exception of mortgage claims, land suits also increased.

**Pre-emption.** 56. Pre-emption suits showed a further increase pointing to an ever-growing eagerness to acquire land and, with the exception of Hazara and Dera Ismail Khan, the figures rose throughout the Province. In Peshawar the number of such suits increased from 910 to 1,062, in Bannu from 211 to 275, and in Kohat from 163 to 188. In Hazara there was a decrease of 52 cases and in Dera Ismail Khan of 7. This form of litigation still appeals irresistibly to the gambling spirit of the Pathan. In many cases there is a genuine desire to possess the land, in others the motive is to annoy and harass an enemy, and a third person is frequently financed for the purpose; but, on the whole, a check has been imposed on the speculative spirit by the more rigorous application of Section 19 of the Act, and the enormous rise in land values is the chief explanation of the increase in suits of this class.

Value of suits.

57. The decrease in petty land litigation has been noticed already, but the average value of suits appreciated generally rising from Rs. 219 to Rs. 322. The total value of suits increased from Rs. 63,15,739 to Rs. 85,59,525. An increase was shown in all districts, except Hazara, and affected practically every class of suit of a value exceeding Rs. 500. The figures illustrate the rising value of house and landed property throughout the Province.

Duration of suits.

58. The average duration of contested cases fell further from 29 to 27 days, but uncontested cases showed an increase from 24 to 26 days.

Commissions.

59. It is to be regretted that the constant instructions formulated with regard to the issue of commissions have been persistently disregarded by many of the Courts during the year under review. The number of commissions rose from 253 to 428, of which 301 were issued for the purpose of making local inquiries and 127 for the examination of accounts. After the improvement shown last year, this increased tendency on the part of many presiding officers to shirk their work by making it over to outsiders is more than disappointing.

Disposal of work.

60. A total of 27,623 suits were disposed of as against 27,322 during the preceding year. District Judges showed an increase of 72 in the number of their disposals. In Peshawar the outturn was poor owing to frequent changes of presiding officers and to the fact that they were called upon to do a certain amount of criminal work. The outturn of Assistant Commissioners declined appreciably; the bulk of the work was contributed by the Peshawar District, although the Assistant Commissioner of Mardan, with the preoccupation of the *Hijrat* and other political duties, could take little part in it. Five Judicial Extra Assistant Commissioners were employed in the disposal of purely civil suits. Much of the work was of poor quality and met with adverse criticism in the monthly reviews. As in the previous year, the services of the Bannu incumbent were utilized almost exclusively in criminal business. The addition of two Extra Assistant Commissioners to the Peshawar District, one at headquarters and the other at Nowshera, made little difference to the figures in that district. The Honorary Civil Judges again rendered valuable assistance: 513 appeals were disposed of by District Judges compared with 506 in the preceding year. The orders of the trial Court were modified or reversed in 36 per cent. of cases as against 34 per cent. The percentage of interference was the highest in Peshawar and Dera Ismail Khan (42 per cent.) and the lowest in Kohat where it dropped from 84 to 24. The average duration fell from 26 days to 23. In the Divisional Courts regular appellate decisions rose from 736 to 1,385. The average duration was 219 days as against 209 in the preceding year.

Execution of decrees.

61. The improvement in execution work noticed in recent years was maintained. The total number of applications was 21,166 compared with 21,353, of which 18,393 were disposed of, compared with 19,255. The percentage of decrees satisfied in full rose from 35 to 37 and of those satisfied in part from 14 to 15. The percentage of wholly infructuous decrees fell from 51 to 48. Of Rs. 26,35,769 under realization the sum of Rs. 12,25,204, or 46 per cent. as last year, was recovered. These results must be considered satisfactory.

Processes.

62. The number of processes, civil, criminal and revenue, served by the Process-serving Agency, rose from 259,398 to 270,367. The income from fees increased from Rs. 68,130 to Rs. 71,922 and the expenditure from Rs. 46,321 to Rs. 60,056. This increase in the expenditure is due to the general revision of pay sanctioned in March 1920. It is to be regretted that, notwithstanding better pay and prospects, the Process-serving Agency shows little improvement.

Insolvency.

63. The number of applications for an adjudication in insolvency receded again from 134 to 121, of which only 23 were granted. The improvement noticed in the preceding year's work of District Judges has been steadily maintained.

Guardians and Wards Act.

64. The number of applications under the Guardians and Wards Act fell from 296 to 217. The decrease was general but was especially marked in in Bannu where the figures fell from 144 to 91.

## 7. Registration.

[Further information will be found in the Provincial Report on Registration for the period ending 31st December 1920.]

Compulsory registration.

65. The total number of instruments affecting immovable property registered during the year was 13,329 against 13,266, showing a small increase of 63 or 4 per cent. The value of the property alienated thereunder went up from 154·82 lakhs to 197·15 lakhs, showing an advance of 42·33 lakhs or of 27 per cent. Gifts have decreased both in number and value, sales have diminished in number but increased in value; the number of mortagages has remained stationary, but the value of the property affected thereby has increased considerably. Perpetual leases have been registered only in the Hazara District, as in the last year, and their number was 41 as against 34. Temporary leases have risen both in number and value and most of the increase has occurred in the Peshawar District and is attributed to the *Hijrat* movement. The variations in other districts are small and are due to local causes.

Optional registration.

66. The number of optional registrations affecting immovable property decreased by 18 but their value increased from 1·08 lakhs to 1·70 lakhs or by about 58 per cent., owing to the registration of a number of documents of high value in the Peshawar District. Transactions affecting movable property rose from 642 to 767; their value, however, fell from 1·45 lakhs to 1·37 lakhs.

Income and expenditure.

67. The total income rose from Rs. 68,084 to Rs. 74,052. The increase follows the expansion in business but the rise in the value of the property is the chief factor. The total expenditure amounted to Rs. 22,155 as compared with Rs. 17,010 in 1919, an increase of Rs. 5,145 or 30·2 per cent.

## 8. District Boards.

[Further details will be found in the Provincial Report on the working of District Boards for the year ending 31st March 1921.]

Working of the Boards.

68. No change of any importance occurred in the constitution of the District Boards during the year under review. Appointment of members continues to be made by nomination and no public demand has so far appeared for the introduction of the Elective System. Seats on the Board are sought for, more as a mark of honour than from any real interest in the work of the Boards. The district reports are, as usual, stereotyped and contain little of interest. In some cases remarks which in last year's report were repeated *verbatim* from the district reports of the previous year have again been introduced. Except in Hazara and Bannu, the average attendance of both official and non-official members nowhere exceeded 50 per cent. In fact in Peshawar it was only 45 or 34 per cent. The Deputy Commissioner of Hazara reports that the work of the members on the whole has been as satisfactory as could be expected in the circumstances of their limited opportunities. Some members have become apathetic and do not even take the trouble to attend the meetings regularly.

Education.

69. In regard to education 1 new school for girls and 15 new primary schools for boys were opened in the Peshawar District and 6 primary schools were converted into middle schools in the same district. One girls' school and 5 boys' schools were opened and the status of 3 primary schools was raised to that of lower middle in the Dera Ismail Khan District. Five new primary schools were started in the Bannu District.

Horse and cattle breeding.

70. Cattle-breeding received further encouragement in the districts of Peshawar, Hazara and Dera Ismail Khan where more bulls of the Dhanni breed were purchased and handed over to leading gentlemen of the districts. In the Hazara District the Dhanni bulls were not found suitable being too large for hilly tracts, and the fact is said to have been brought to the notice of the Superintendent, Civil Veterinary Department. Owing to the scarcity

of fodder in the Hazara and Dera Ismail Khan districts no Horse Shows and Cattle Fairs were held. In other districts they were held as usual and were well attended. The Kohat report contains a remark that the bills for the Show held in October 1920 have not been paid for want of funds. The Board shows a closing balance of Rs. 34,368 for the year 1920. There would seem to be no reason why the bills should not have been paid. No new works of any importance were constructed by the Boards during the year under report. The total expenditure on public works was less than half of that on education and nearly one-third of the expenditure on public works was spent on repairs to roads.

Income and expenditure.

71. The total income of the District Boards, excluding debt head transactions, amounted to Rs. 8,59,631 against Rs. 7,85,904 last year and the expenditure was Rs. 9,87,832 against Rs. 7,73,336. The variations under the principal heads are as follows:—

(*i*) *VI—Local rates.*—The income amounted to Rs. 1,97,931 against Rs. 2,00,764 last year. The decrease mainly occurred in the Hazara and Peshawar districts where receipts from land revenue were less than in the previous year. In the former district full local rate could not be realised on account of drought, while in the latter district the decrease was due to the *Hijrat* movement. The Dera Ismail Khan District, however, shows an increase which was due to a better Rabi harvest. The other districts show petty decreases which do not call for any remarks.

(*ii*) *XIX and 22—Education.*—Both the income and expenditure under this head rose from Rs. 3,72,918 and Rs. 4,09,880 to Rs. 4,82,525 and Rs. 5,01,880 respectively. The increase in the former is due to additional grants for revising the pay of the educational staff, while in the latter it is occasioned by the opening of new schools and the increased pay of teachers.

(*iii*) *XX and 24—Medical.*—The income under this head rose from Rs. 31,534 to Rs. 32,019 and the expenditure from Rs. 77,378 to Rs. 90,983. The increase in income is small and calls for no remarks. The increase in expenditure mainly occurred in the districts of Hazara, Peshawar and Dera Ismail Khan, and was due to the revision of pay of the establishment and rise in the price of medicines and drugs. It will necessitate an addition to the Government subsidy under this head.

(*iv*) *XXI and 26—Scientific and other Minor Departments.*—The income amounted to Rs. 7,038 against Rs. 6,584 last year, while the expenditure rose from Rs. 53,651 to Rs. 65,667. The increase in expenditure is due to the revision of the pay of the veterinary and other establishments and to the purchase of bulls.

(*v*) *XXX and 43—Irrigation Minor Works.*—This head relates to the Peshawar District only. The total demand for the year creditable to the district fund was Rs. 12,261 as against Rs. 10,872 for the previous year, showing an increase of Rs. 1,389. The arrears for the last year amounted to Rs. 14,406 and the total amount for realization during the year was thus Rs. 26,667. Out of this amount Rs. 8,228 only were realized. The outstanding balance at the end of the year amounted to Rs. 18,439 which is unsatisfactory. The expenditure on canals amounted to Rs. 7,447 against Rs. 11,319. The figures of net demand and expenditure show a profit of Rs. 4,814 or 209 per cent. on the capital outlay of Rs. 23,000, but the gain appears to be illusory as silt clearance and other works were not paid for within the year.

(*vi*) *XXXI and 45—Civil Works.*—The income decreased from Rs. 1,25,989 to Rs. 87,546. The marked decrease (Rs. 60,182) is to be found in the district of Peshawar, where it was due to

the fact that Government grants amounting to Rs. 58,477 were received last year, while none were made this year. On the other hand, Dera Ismail Khan District shows an increase of Rs 24,687, due to the receipt of larger grants from Government for the construction of new vernacular schools. The other districts show small variations which do not call for any remarks. Expenditure rose from Rs. 1,81,953 to Rs. 2,76,799. The increase in expenditure is shared by all the districts and was due to larger expenditure on buildings.

## 9. Municipal Administration.

[Further details will be found in the Provincial Report on the working of Municipalities for the year ending 31st March 1921.]

**Working of the Committees.**

72. There was no change in the number and constitution of the Municipal Committees. The question of constituting a Municipality at Mansehra Town in the Hazara District is under consideration. The various Municipalities and Notified Areas held 130 ordinary and 39 special meetings during the year as compared with 120 ordinary and 38 special meetings held last year. No Municipality held less than the prescribed number of ordinary meetings (12), except Haripur, where 11 ordinary meetings were held. The reason given for this decrease is that there was no business to do during the month of April 1920 and consequently no meeting was held in that month. The attendance of non-official members at meetings shows a falling off in all Municipalities except Kohat, and it also fell in the Becketganj-Khwajaganj Notified Area Committee. The decrease is most marked in Haripur, *viz.*, 23 per cent., and this is said to be due to the vacancies caused by the death of two members being left unfilled. In Peshawar there was a decrease of 15 per cent. and this was due to some of the members being ill or otherwise unable to attend the meetings. The percentage fell in the Becketganj-Khwajaganj Notified Area by 21, and no reason is given in the district report for this decrease. The number of members of the last named committee was raised by two towards the end of the year and it is hoped that the infusion of new blood will show better results in this respect in future. No meeting was adjourned for want of a quorum, and there was no occasion to set aside the proceedings of any committee. The proposal to resort to election in respect of the Peshawar Municipality has, for the time, been abandoned in deference to the opinion of most responsible people in Peshawar that the system is unsuited to a frontier city.

**Income and expenditure.**

73. The percentage of expenditure on education has fallen in all Municipalities. The decrease in Haripur (3·38 per cent.) and Abbottabad (5·65 per cent.) is said to be due to the increase in the expenditure of these committees on other objects, *viz.*, on the purchase of Treasury bills, opening of cheap grain shops, construction of drains and pavement of streets, etc. The percentage in the case of Abbottabad, *viz.* 1·70, is very low and compares unfavourably with the expenditure in the other Municipalities of the Province. The income from octroi increased from Rs 7,85,864 to Rs. 8,67,690 during the year under report. The increase occurred in all Municipalities and is caused by the further rise of prices. Octroi refunds rose from Rs. 3,22,329 to Rs. 3,70,637. The increase chiefly occurred in Peshawar and was due to the re-opening of exports to Kabul in consequence of resumption of trade with Afghanistan. The income from other taxes and rates rose from Rs. 6,309 to Rs. 8,312. The income from "taxation and other sources" of the Notified Areas also rose from Rs. 1,22,908 to Rs. 2,16,521. The chief increases were in Becketganj-Khwajaganj (Rs. 39,795), Nowshera Kalan (Rs. 6,694), Tank (Rs. 31,032) and Kulachi (Rs. 9,657). The increase in Becketganj-Khwajaganj is due to the grant of a sum of Rs. 40,000 by the Local Administration for the construction of a High School at Mardan. Similarly the increase in the income of the Nowshera Kalan Notified Area is due to the grant by Government of Rs. 3,000 for the years 1919-20 and 1920-21 to compensate the committee for

the loss anticipated by exempting the agricultural classes from payment of house-tax and also to recovery of arrears of house-tax from non-agriculturists. Of the increases in Tank and Kulachi Rs. 19,087 and Rs. 1,061, respectively, were from Octroi. The Notified Area of Nawanshahr, the income of which is almost entirely derived from house-tax, has had for three years a balance on the wrong side of the ledger, and during the year under report had to liquidate a part of its invested capital to meet current expenditure. The house-tax is extremely unpopular in the area and the Deputy Commissioner states that proposals will shortly be submitted for the reimposition of octroi. The rates of house and shop taxes levied in Lakki were modified during the year.

Closing balances.

74. The balances of the Municipalities at the close of the year were Rs. 19,16 769 in cash and Rs. 5,58,820 in securities against Rs. 12,44,430 and Rs. 10,13,416 respectively, last year. The decrease in the invested balance is due to the repayment of War Bonds worth Rs. 4,00,000 and Rs. 2,07,500 to the Peshawar and Bannu Municipalities, respectively. The balances of the Notified Areas were Rs. 1,64,515 in cash and Rs. 70,850 in securities against Rs. 90,532 and Rs. 70,850, respectively, last year.

# CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

[ Further particulars will be found in the Provincial Land Report for the agricultural year ending 30th September 1920. ]

Wheat.

75. The year under report was favourable to wheat. The rainfall was exceptionally good and the harvest weather excellent. The principal wheats experimented with at Tarnab were Australian Federation, Hard Federation, a variety derived by selection from the former, and Pusa No. 4. It has been found that "Australian Federation" is more suitable than Pusa No. 4 for very rich land. The yield, 40 maunds per acre, is believed to be the highest obtained in India on any large field. The seed of "Hard Federation" was not received till 20th December 1919. Despite the lateness of the season it germinated perfectly in the germination test. The grain was sound and plump, but the ears shattered more than in the parent variety owing to the late sowing and consequent quick ripening. "Hard Federation" will be tried on a large area at Tarnab in 1920-21. The "Pusa No. 4" crop did not lodge and had very little rust. No irrigation was given after sowing. Pusa No. 4 is a wheat which markedly responds to judicious irrigation. Grown without irrigation it yields mottled grain, but with moderate watering, say twice after sowing, the grain is big, plump and attractive. By far the most important result of the work on wheat at Tarnab is that "Pusa No. 4" has been accepted by the cultivators of good irrigated land almost throughout the Province. It was harvested on no less than 40,000 acres in the year under report. On the very best irrigated land under really good cultivation, Federation can be depended on to yield an upstanding crop of over 30 maunds per acre in almost any year. To get the best result these two varieties must be grown pure.

Sugarcane.

76. The tests which have been in progress at Tarnab for some years in "windrowing" cane were continued by an Imperial Assistant Chemist in the cane-crushing season and the results will shortly be published by the Imperial Agricultural Research Institute, Pusa. The trials of different canes so far completed have shown that "Barbados No. 256" and "Assam Red" are superior to Peshawar Paunda. The former two varieties are more vigorous and upright in habit, yield heavier crops and flourish with less irrigation than the latter. The Barbados variety unfortunately splits badly. The Red Assam cane has not shown any defect. If it yields good "gur" it may displace the local "Paunda," The use of the Rajah plough in earthing up sugarcane appears to be more economical than the spade.

Clover.

77. The series of tests which have been in progress at Tarnab for several years have shown that Berseem yields much more fodder than *shaftal*. At the same time the land is benefited quite as much by Berseem as by *shaftal*. Berseem, the new clover, less readily induces "Tympanitis" in cattle than *shaftal*. Either of the clovers if sown about the 15th September yields five good cuttings and a crop of seed by the end of June.

Cattle.

78. The herd of Awankari cattle at Tarnab is thriving and giving good results. Except for occasional attacks of foot-and-mouth disease, the cattle have remained in perfect health throughout the year. The pure Awankari stud bulls kept at the farm are popular among breeders in the neighbourhood. The local breed of cattle is to some extent being improved by crossing with these bulls, but land-holders have not hitherto made any attempt to introduce the pure breed.

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Sheep.

79. The Hashtnagari breed of ewes crossed by the Pusht-i-Koh ram are giving satisfactory results at Tarnab. The cross-bred sheep are superior to the local breed in all respects, *viz.* rate of growth and quantity and quality of fleece, and the breed is gaining favour with local shepherds. About 10 cross-bred rams were allotted to well-known flocks of ewes last autumn in the Charsadda and Mardan tahsils and the lambs are very promising.

## 2. Weather and Crops.

[ Further information will be found in (1) the Provincial Report on Season and Crops for the year ending 31st March 1921; (2) the Agricultural Statistics of India, Volume I, Tables II, and III; (3) Estimate of area and yield of certain principal crops in India; (4) Prices and wages in India; and (5) Variation in India Price Levels. [

Character of the Seasons.

80. The rainfall during the month of May 1920 was below the average in all districts except Hazara and Dera Ismail Khan. In June it was again below the normal in all districts except Dera Ismail Khan, while in Bannu and the Tochi Agency no rain fell at all in this month. Thus sowing operations, especially on the unirrigated tracts, were adversely affected throughout the Province.

81. The rainfall in July was above the average in the Bannu and Dera Ismail Khan districts and the Kurram Agency, but in other places it was below average. In August no rain fell in the district of Bannu and in the Tochi Agency, while it was below normal throughout the Province except the Kurram Agency. The September rains were also much below the average and the final result of an unfavourable season was the failure of a very large area of sown crops, especially on unirrigated lands.

82. The months of October and November were practically rainless and the scanty rain which fell in parts of the Province during December 1920 permitted of no improvement in sowings. The rainfall in January 1921 was also disappointingly scanty and the rain which fell in February and March was much below the normal. Thus the season was most unfavourable for Rabi sowings. Hail damaged crops in the Haripur and Mansehra tahsils of the Hazara District and in some villages of the Kurram Agency, but remissions of land revenue were not found necessary.

Owing to the general drought there was not so much fever and the health of the people was generally good. Agricultural conditions, on the other hand, were greatly affected, and suspensions and remissions of land revenue on a large scale were granted. Fodder was scarce, particularly in the Hazara District, where fodder concession rates were in force and *bhoosa* (fodder) had to be imported from the Punjab. In the Bannu District the sugarcane crop suffered from insects, and agricultural operations generally were much restricted.

Conditions generally were adverse throughout the year and little short of disastrous during the season of the spring crop, and it was necessary to give liberal loans to agriculturists to set them on their feet again.

Sown and cropped areas.

83. The total sown area of 1920-21 amounted to 2,035,258 acres and was 639,883 acres or 24 per cent. less than that of the previous year and 663,852 acres or 25 per cent below the normal area of 2,699,110 acres. The decrease occurred both in irrigated and unirrigated areas, particularly the latter, which dropped from 1,701,270 acres in 1919-20 to 1,143,441 acres in the year under report. It was shared by all districts, except Hazara, and was due to deficient rain at sowing time. The total area sown more than once was 7,704 acres against 7,065 acres in the preceding year. The total area harvested amounted to 1,170,507 acres against 2,297,269 acres in the previous year and a normal area of 2,171,100 acres. The total area that failed in the year under report was 864,751 acres. This was 42 per cent. of the total sown area for the year and was 44 per cent. above the normal failed area. Thus the severity of the abnormal drought that prevailed can be fairly well gauged.

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Irrigated areas.

84. The total area of crops irrigated during the year amounted to 891,817 acres as compared with 973,871 acres in the previous year and the normal figures of 893,500 acres, and represented 44 per cent. of the total crops sown. The decrease which is marked, occurred in the Peshawar, Kohat, Bannu and Dera Ismail Khan districts where the irrigated areas dropped by 55,000, 7,000, 9,000 and 13,000 acres, respectively. In the first three named districts the decrease was due to scanty flow of water in the canals, as a result of the failure of the rains and of the snowfall in the hills, while in the Dera Ismail Khan District it was due to the fact that the Paharpur Canal did not flow at all from August 1920 to March 1921. The area irrigated by canals was 724,632 acres or 36 per cent. of the total area sown. Government canals irrigated 333,809 acres and private canals 390,823 acres. The shrinkage in the canal irrigated areas has been explained above. There were 13,248 wells (8,858 masonry and 4,390 non-masonry) working during the year as compared with 13,318 (masonry 8,608 and non-masonry 4,710) in 1919-20. The decrease occurred entirely in the Peshawar District and is due to the extension of canal irrigation The area irrigated by wells slightly increased (from 68,605 acres to 69,161 acres).

Chief Staples

85. The gross yield of the principal crops as compared with the normal yield was as follows :—*Above normal* — sugarcane 13 per cent. *Below normal* — jowar 32 per cent., bajra 49 per cent., maize 21 per cent., cotton 51 per cent., wheat 47 per cent., barley 50 per cent., gram 46 per cent., rapeseed 52 per cent.

Harvest prices.

86. Prices generally were higher than those ruling last year and out of all proportion to the recorded normal rates. The high prices of food-grains prevailing throughout India owing to the failure of the rains have been accentuated by local causes. The produce of the staple food-grains of the Province was less than half the normal. In the tribal areas adjoining the Province the crops failed entirely with the result that some tribes migrated almost bodily into the settled districts and the others took all their food supplies from there, as the export of grain from Afghanistan was restricted if not entirely prohibited. The quantity of cereals exported to South Waziristan alone was 1,336,532 maunds, principally wheat, while the entire wheat crop of the Dera Ismail Khan District whence these supplies were drawn amounted only to 501,297 maunds. The so called *Hijrat* movement was also a serious factor in the general rise of prices.

Census of cattle.

87. The quinquennial census of cattle was taken in February 1920 and the results were noticed in the report for the year 1919-20. The figures for agricultural stock remain the same as last year and will not be altered until the census is again revised. The past year has been a bad one, however, and large numbers of cattle have been sold or slaughtered owing to the shortage of fodder. Owing to the failure of the rains fodder was generally scarce in all districts and in the Kurram Agency. In the Hazara District there was a serious scarcity of fodder during the year which necessitated the import of *bhoosa* from the Punjab. The general condition of live-stock in this district was deplorable. In the latter part of the year water was not procurable in the Daman tract of the Dera Ismail Khan District, with the result that it was practically deserted. There was also great scarcity of drinking water in many villages of the Kohat District and in the unirrigated tracts of the Bannu District.

## 3. Arboriculture and Horticulture

[ Further details will be found in the Provincial Reports on the working of District Boards and Municipalities for 1920-21. ]

88. The District Boards spent Rs. 31,380 on arboriculture as against Rs. 23,639 and Rs. 5,143 on botanical and other public gardens compared with Rs. 4,862 in the previous year. The income from the latter head was Rs. 2,176, and Rs. 8,491 were received on account of sale-proceeds of trees, grass, etc.,

as against Rs. 1,537 and Rs. 6,994 respectively, in 1919-20. The expenditure of Municipal Committees on arboriculture, public gardens and experimental cultivation rose from Rs. 79,923 in 1919-20 to Rs. 1,03,103 in 1920-21.

## 4. Forests.

[Further particulars will be found in the Provincal Progress Report on Forest Administration for the year ending 31st March 1921 and in the Statistics of British India, Volume II, Financial Statistics.]

**General.**

89. The revision of the existing working plans, already contemplated for some years, has not yet commenced, though an urgent necessity. In Upper Hazara it is becoming difficult to find the prescribed number of trees, while in Lower Hazara, especially in the Dungagali Range, the increasing demand for fuel and charcoal for Military and Civil supply is throwing a heavy strain on the resources of the forest as restricted by the prescriptions of the current plan. In respect of the generally recognised principle that a working plan cannot now be compiled without consideration of modern methods of extraction, the Hazara forests are well placed. In October 1920 the forests were visited by Mr. Martin, Consulting Engineer, who proposed schemes for exploitation of three large blocks of forest, while a trained Forest Engineer is to be posted here in the winter of 1921. In the Upper Hazara Division the arrears of the Siran Working Plan prescription were considerably reduced, and it is hoped that the small arrears left will be worked off during the following year. Some advance fellings were also made in the Siran and Kagan forests in order that felling and logging at these high altitudes might be completed in readiness for the prescribed year of conversion. In the Lower Hazara Division the prescriptions of the working plans were generally worked up to, except in parts of the Jhelum Working Circle.

**Roads and Buildings.**

90. The total sum spent on communications was Rs. 4,974 as against Rs. 3,223 in the preceding year. The construction of the new office at Abbottabad for the Direction and Exploitation Division was completed, the cost booked during the period being Rs. 12,328. A further sum of Rs. 1,757 was paid as compensation for sites taken up for the construction of gazetted officers' houses in Abbottabad. Additional godown accommodation was provided at the Jaba Walnut Workshops at a cost of Rs. 937. Sheds for storing charcoal at Barian in the Lower Hazara Division were built at a cost of Rs. 1,800, while new quarters provided for the subordinate establishment at Nawanshahr cost Rs. 2,890. The total expenditure on new works, including those of minor importance, was Rs. 19,740. Rs. 4,295 were spent on repairs to existing buildings as against Rs. 1,999 last year. The larger expenditure was chiefly due to the necessity for re-roofing the Siran Range quarters at Shinkiari in the Upper Hazara Division and for repairing the forest bungalow at Changlagali and the old office at Abbottabad in the Lower Hazara Division.

**Protection.**

91. The total number of cases for the nine months covered by the Forest Administration Report was 1,270 as against 1,459 in the previous twelve months. There were 29 cases of fire (excluding 14 cases under enquiry at the end of the year) as compared with 17 in 1919-20. The large number of cases was due to the exceptionally dry winter which facilitated the burning of certain areas of the high level forests. There were 471 cases of unauthorized felling, as compared with 629, of which the majority occurred in the Lower Hazara Division. Grazing cases numbered 764 as against 802 last year and a triennial average of 1,088.

**Sylviculture.**

92. The year proved to be a fair seed year for deodar and blue pine. The rate of ingress was however much impeded by grazing and grass cutting, especialy in the Dungagali Range of Lower Hazara. In regard to silver fir the absence of one-year seedlings is attributed to drought. The Chil regeneration in the Siran Chil Forests was magnificent in April, but the whole was destroyed by fires in the ensuing May. Reproduction by coppice was deficient owing to drought.

Exploitation.

93. Departmental timber operations were extended further to the forests of the Siran Valley, and now embrace the whole of the prescriptions of the working plans of the Hazara forests. During the year a number of sawyers were imported from Poonch and Kulu to supplement local labour, but their work was not found satisfactory. An increasing use was made of local sawyers who, owing to satisfactory wages and sympathetic treatment, are now coming forward in increasing numbers on Forest Department works. It is hoped that, under this policy, the much-desired result that the Forest Department expenditure will remain in the district will be attained. In as much as departmental activities in timber exploitation, resin collection, road-building and sylvicultural operations are to extend, their economic value in wages, at least in the hill tracts of the district, is a matter of increasing importance. The department removed 312,000 cubic feet or 43 per cent. of the timber as compared with 267,000 cubic feet (24 per cent.) in 1919-20. The increase is due to the further extension of departmental timber operations. The value of sales fell from Rs. 1,52,742 to Rs. 90,846. The area tapped for resin during the year in the Siran Chil forests was 750 acres as last year; but enumeration and fresh blazes were made over a further area of 5,558 acres, which will give a total area of 6,288 acres and 222,000 blazes to be tapped in the succeeding year: 961 maunds of crude resin were collected as against 454 maunds in the previous year: 1,109 maunds were sold to the Punjab Forest Department at Rs. 8 per maund *f. o. r.* Jalloo.

Financial Results.

94. The gross revenue amounted to Rs. 2,01,067 as compared with Rs. 3,98,930 in the previous year, and the expenditure shows an increase of Rs. 81,564 as compared to that of the previous year. This rise is due to the further extension of departmental timber and resin operations and a larger outlay on buildings. The period under review ended with a cash deficit of Rs. 1,87,444 which was foreshadowed in last year's report and need cause no alarm.

## 5. Mines and Quarries.

[ Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1921, the Report of the Chief Inspector of Mines in India for 1920 and in the Statistics of British India, Volume I, Commercial Statistics. ]

Salt.

95. 686,149 maunds of salt were excavated as against 615,469 in 1919-20. The amount declared for Swat was 12,901 maunds. No new outcrops were discovered during the year. No raids on depôts or guard posts were made during the year, though the depôt at Bahadur Khel received frequent warnings of intended raids. Action to secure the defence of the depôts has been taken but the required measures are not yet completed.

Coal.

96. The only mine regulated by the Indian Mines Act (VIII of 1901) in this Province, *viz* the Dhamtaur coal mine in the Hazara District, remained closed during the year under report. The work in this mine was discontinued with effect from the 1st July 1919.

Other Minerals.

97. Two prospecting licenses were granted for mineral oil — one to the Indo-Burma Petroleum Company and the other to Sir Vithaldas D. Thackersey of Bombay. Both concessions are situated on the borders of the Bannu and Dera Ismail Khan districts. The outturn and value of other minerals recovered in 1920, which do not come under the Act, was 139,344 cubic feet, or 5,160 tons of limestone, valued at Rs. 4,180 in the Peshawar District. The decrease in outturn as compared with the last year's figures is due to the closing down of two out of five quarries in the district.

## 6. Manufactures.

[ Further details will be found in the Provincial Report on the working of the Indian Factories Act for the year ending 31st December 1920 and in the Statistics of British India, Volume I, Commercial Statistics. ]

Factories.

98. The number of factories under the Act in the Province increased from 5 to 6 and of these only 4 were working during the year.

99. Owing to the death of Mr. L. H. Tapps, M A, Inspector of Factories, there was no regular inspection of factories during the year. **Inspections.**

100. The sanitary conditions and ventilation of the Government factories, are satisfactory but no improvement has taken place in the ventilation of any of the ginning factories. **Sanitary conditions.**

101. There has been a slight rise in wages in the privately owned factories, but this rise has not kept pace with the general increase in the cost of food-stuffs. **Wages.**

102. No factory owners in the Province provided quarters for their employés, but there is no demand for such quarters. **Housing.**

103. No accidents were reported during the year. **Accidents.**

## 7. Trade.

[ Further details will be found in the Provincial Report on the External Land Trade for the year ending 31st March 1921 and in the Statistics of British India, Volume I, Commercial Statistics. ]

104. The total volume of trade (including treasure) fell by about 47 lakhs of rupees, or about 12 per cent. There was a net increase of 9 lakhs of rupees in exports, but this was more than counter-balanced by a decrease of 56 lakhs of rupees in imports. The decrease mainly occurred in trade with Afghanistan and is shared both by imports and exports, but is chiefly under imports. The trade of Southern Waziristan shows an extraordinary expansion of 57 and 73 lakhs of rupees in imports and exports, respectively. These results admit of ready explanation. The large decrease in the Afghan trade is due to the Bolshevik revolution in Bokhara which has ruined the Peshawar trade with Central Asia. Indian merchants in Peshawar have had their stocks in Bokhara and elsewhere confiscated or stolen, and have naturally ceased to export goods in that direction. The export from Russian territory of most articles of commerce is prohibited, so that the Peshawar import trade has also received a severe check. Many of the leading Peshawar firms trading in Central Asia have been hard hit and are on the verge of bankruptcy. Another contributory cause was the general unrest which culminated in the *Hijrat* movement. In some places stocks of grains, cattle, etc., were sold cheap by intending emigrants and taken across the border. The autumn crop across the border failed almost everywhere, with the result that some hundred thousand people from across the border came into the district with their cattle These causes have led to many local variations both in export and import, which it is impossible to explain in detail. The expansion of trade with Waziristan is simply due to the raising of the blockade against those tribes in Waziristan who have accepted our terms. They were under blockade for more than a year, and as both crops failed in 1920 they were reduced to great straits and came into British territory in large numbers bringing timber, dwarf-palm, matting, etc., and exchanging these commodities for food and cloth. **Total trade.**

105. The proportion in which each country contributed to the total trade of the North-West Frontier Province in the years 1919-20 and 1920-21 is given below :— **Distribution of trade.**

| | *1919-20.* | *1920 21.* |
|---|---|---|
| Tirah ... ... ... | ... 8 | 5 |
| Afghanistan ... ... ... | ... 57 | 15 |
| Dir, Swat and Bajaur ... ... | ... 30 | 36 |
| Buner ... ... ... | ... 1 | 3 |
| Waziristan ... ... ... | ... 1 | 38 |
| Kurram ... ... ... | ... 3 | 3 |
| Total | ... 100 | 100 |

The market variations in the above figures are due to the causes mentioned and are further discussed below under the respective countries.

**Tirah.**

106. As compared with the figures of the past year the total trade with Tirah fell by about 50 per cent., *viz.* from Rs. 10,18,555 to Rs. 6,16,816 in imports and from Rs. 21,30,631 to Rs. 10,32,491 in exports. In imports the decreases chiefly occurred under the heads cordage and rope of vegetable fibre; dyeing materials, other kinds; fibrous products, raw (excluding jute); fruits, all other kinds; hides of cattle; skins of sheep and goats; provisions, other kinds; timber and all other articles of merchandise, manufactured or unmanufactured. A certain amount of these products was probably diverted to Afghanistan for political reasons, but the chief factor in the decrease was the drought in Tirah owing to which there was little fruit or dwarf-palm leaf available for export. In the case of exports, the trade under twist and yarn, Indian; piece goods, Indian; earthenware; fruits, other kinds; wheat; other spring crops; other rain crops; oils, other kinds; provisions, other kinds; salt; sugar, unrefined, and tobacco decreased during the period under review. The contraction mainly occurred under twist and yarn, Indian, and piece-goods, Indian. Certain increases are reported under heads, piece-goods, European, indigo, turmeric and sugar, refined. These variations do not admit of any ready explanation.

**Afghanistan.**

107. The trade with Afghanistan, inclusive of treasure, which is carried on by six different routes, amounted to Rs. 51,09,853 against Rs. 2,22,37,124 in 1919-20. Imports fell from Rs. 1,37,71,238 to Rs. 23,47,766 and exports from Rs. 84,65,886 to Rs. 27,62,087. The most noticeable decreases in imports occurred under horses; ponies and mules; fruits, other kinds; hides of cattle; skins of sheep and goats; leather, manufactured; wool, raw, and shawls. Under exports all the chief articles of merchandise, *viz.*, twist and yarn, European and Indian; piece-goods, European and Indian; drugs and medicines, other sorts, not intoxicating; turmeric; brass and copper; iron; petroleum; leather, manufactured; salt; stationery; sugar, refined; Indian teas, green and black; foreign teas, green and black show abnormal decreases against the figures of last year. The causes of this collapse of trade have already been dealt with in paragraph 104 above. Much of the recorded Afghan trade was formerly through-trade with Russian territory and this has now almost entirely ceased. It is also noteworthy that the fruit crop in Afghanistan was very poor owing to drought and the quantity available for export was much less than usual. The few articles which show increases under exports such as cotton raw and glass other sorts were probably taken from India in larger quantities as they were no longer obtainable from Russian sources.

**Dir, Swat and Bajaur.**

108. In the year under report the trade, excluding treasure, with Dir, Swat and Bajaur shows an increase of Rs. 4,40,170 as compared with the figures of last year. This expansion is shared both by imports and exports. The import trade improved under heads cordage and rope of vegetable fibre; dyeing materials, other kinds; fruits, all other kinds; ghi; mustard and rape; spices, other kinds; and wool, manufactured (piece-goods). In some cases, *e. g.* ghi, the quantity imported during the year decreased, but owing to the rise in price the value has increased. Exports developed during the year under heads cattle and animals, other kinds; cotton, raw; piece-goods, European; fruits, all other kinds; wheat; other spring crops; iron; salt; Indian tea, black; and tobacco; while slight decreases occurred under horses, ponies and mules; twist and yarn, European and Indian; piece-goods, Indian; turmeric; spices; sugar, unrefined; and Indian tea, green. The increase is chiefly noticeable under foodgrains and raw cotton. Two principal causes account for the increase in trade. The failure of crops necessitated export of food from India, and the tribes had to bring in whatever they had for sale to pay for it. This cause was further stimulated by the *Hijrat* movement and large quantities of grain and numbers of cattle sold at cheap rates by intending emigrants from Yusafzai were readily purchased by people from Swat.

**Buner.**

109. The trade with Buner much increased during the year and amounted to Rs. 10 54,721 as against Rs. 3,63,545 in the preceding year. This increase is shared both by imports and exports. The causes of this increase are

the same as in the case of Dir, Swat and Bajaur. Trade by the Buner route is tending to increase as the country commanded by the Upper Swat Canal developes, and it is no longer necessary for importers to take their products to Mardan for sale.

Waziristan.

110. The trade with Waziristan when compared with that of the preceding year shows a marked increase, having risen from Rs. 2,90,309 to Rs 1,33,28,468 in the year under report. This great expansion in the trade with Waziristan, which surpasses all previous records, is shared both by imports and exports, and is spread over practicaly all heads. It is due to the raising of the blockade against certain Wazir tribes, and the effect of this was accentuated by the failure of crops across the border.

Kurram.

111. The trade with Kurram considerably decreased during the year and amounted to Rs. 10,03,280 as against Rs. 13,30,710 in 1919-20, showing a decrease of Rs. 3,27,430. The imports fell from Rs. 1,94,949 to Rs. 99,891 and exports from Rs. 11,35,761 to Rs. 9,03,389. This result is, in the main, due to the active hostility of the neighbouring tribes which rendered the route unsafe for commerce.

Tea.

112. Owing to the collapse of trade with Central Asia the total value of Indian teas exported across the border fell by about 50 per cent. as compared with the previous year, *viz.*, from Rs. 3,30,662 to Rs. 1,67,577 in the year under report. The decrease was mainly confined to Indian green tea exported to Afghanistan and Dir, Swat and Bajaur. The export of foreign teas almost ceased and amounted to Rs. 12,040 as against Rs. 1,60,760 in 1919-20. The trade with Afghanistan in both green and black teas shrank during the year for the reasons given in paragraph 104.

Salt.

113. The volume of trade in salt with foreign countries amounted to 141,732 maunds against 140,670 maunds in 1919-20. The small increase which mainly occurred in the trade with Dir, Swat and Bajaur calls for no remarks.

Silver.

114. The export of silver which is confined to Dir, Swat and Bajaur amounted to Rs. 1,07,800 as compared with Rs. 2,08,306 in the previous year, showing a decline of about 50 per cent. There was no import trade in treasure (silver) during the year.

## JOINT STOCK COMPANIES.

[ For further particulars see the annual report on the working of Joint Stock Companies in the North-West Frontier Province for the year ending 31st March 1921 and in the Statistics of British India, Volume I, Commercial Statistics. ]

Companies working.

115. No new company either limited by shares or guarantee was registered during the year, nor has any gone into liquidation. The number of companies at work during the year under report was therefore the same as that at the close of the previous year, *i.e.* 1 banking company and 8 social clubs. The banking company increased its subscribed and paid up capital by Rs. 12,000 and Rs. 34,716 respectively. As explained in last year's report, limited liability companies are not yet in favour in this Province.

Companies under liquidation.

116. Of the two companies noted in the margin which were under liquidation at the end of the last year, the registration of the liquidator's final report in regard to No. 1, the National Import and Export Company, Limited, Peshawar, was completed during the year. As regards No. 2, the liquidation proceedings are still carried on under the supervision of the Court. The liquidator's report for the year 1920 filed in this office shows that most of the work has now been finished.

(1) The National Import and Export Company, Limited, Peshawar.

(2) The Peshawar Sugar Manufacturing Company, Limited, Peshawar.

Accounts.

117. With the exception of the Risalpur Cavalry Club and the Departmental Club, Limited, Peshawar, all companies filed their documents of accounts punctually. The Peshawar Departmental Club has not yet sent in its balance sheet for 1919, and steps are being taken to obtain it.

PRODUCTION AND DISTRIBUTION.

On the other hand the Risalpur Cavalry Club has been a defaulter in this respect since 1914 and it was remarked in paragraph 135 of last year's report that steps would be taken to file a complaint against this club under Section 131 (4) of the Act. The directors of the Company, however, have since done their best to put things on a satisfactory footing, but the task is found to be hopeless, and the club has decided to go into liquidation The concern appears to be insolvent, and a former balance sheet was found to be a forgery on the part of a servant of the Club who has since been prosecuted.

Registration.

118. The Union Relief Fund, Dera Ismail Khan, of which re-registration was refused last year (*vide* paragraph 136 of last year's report), has eventually gone into liquidation under Section 19 of Act V of 1912, and the final report from the liquidators appointed by the Registrar under Section 19 (1) of the Act is awaited.

Life Assurance Companies.

119. As stated in previous reports, there is no life assurance company registered under Act VI of 1912 in this Province. One new society, the Arya Vidya Sabha, Bannu, was registered under Act XXI of 1860 in August 1920. The educational institution for the management of which the Society was formed was, however, handed over to another body and the society was dissolved in accordance with the provisions of Section 13 of the Act. The number of literary societies on the books at the close of the year was, therefore, the same as last year, *viz.* 6. All of these, except the Frontier Islamia Club, Peshawar, have filed lists of their office-bearers more or less on due dates.

## 8. Buildings and Roads.

[ Further details will be found in the Provincial Report of the Public Works Department, Buildings and Roads Branch, for the year ending 31st March 1921. ]

Total Expenditure.

120. The total expenditure during the year was Rs. 29,33,063 as compared with Rs, 17,01,143 and Rs. 19,50,153 during the previous two years.

Civil Works, Imperial.

121. The outlay on Post and Telegraph buildings amounted to Rs. 12,015. Of this sum Rs. 4,162 were expended on original works.

Civil Works, Imperial and Special

122. The expenditure under this head amounted to Rs. 29,21,048 as against Rs. 19,26,677 in the previous year. Rs. 15,97,339 were expended on original works, Rs. 10,39,832 on repairs, and Rs. 2,83,877 on establishment charges.

Militia and Constabulary Buildings.

123. The work of altering and extending the officers' quarters at Shabkadr Fort was undertaken, and quarters and a billiard room were constructed on bastions Nos. 4, 5 and 6 of the fort. At Dera Ismail Khan a new bungalow was constructed for Frontier Constabulary Officers.

Civil Buildings.

124. The following are some of the principal buildings completed :— Court for the Sessions Judge at Abbottabad, with suitors' shed, menials' quarters' etc.; quarters for the superior office establishment, Secretariat, Peshawar.

Educational Buildings.

125. The construction of the Normal Training College at Peshawar had reached an advanced stage at the end of the year. A building consisting of six rooms and halls was constructed for the Government High School at Abbottabad.

Police Buildings.

126. The rebuilding of the Police Stations at Badber and Daudzai and Paroa, and the construction of a first class fortified Police Station at Pabbi were undertaken and completed.

Midical Buildings.

127. New wards were constructed for Indian officers at the Kurram Militia Hospital, Parachinar, and an isolation ward for the Frontier Constabulary lines at Hangu.

Jails.

128. A tower was built in the Bannu Jail and six solitary cells in the Peshawar Jail.

Communications.

129. The Charsadda-Tangi road was metalled, certain roads in the Hazara District were widened and two causeways constructed.

130. The Indus Boat Bridges on the Darya Khan-Dera Ismail Khan road were maintained at a cost of Rs. 55,636 as against the estimate of Rs. 71,250. The cost of the ferry service over the river Indus during the hot weather was met by the Military Department. The expenditure for the maintenance of a motor launch at Dera Ismail Khan was Rs. 4,772.

River Indus Crossing, Dera Ismail Khan.

## 8-A. Railways.

[ Detailed information will be found in the Administration Report on Railways in India for the current year 1920.]

131. Further progress was made during the year in the Tank-Kaur 2′ 6″ gage line and fourteen miles of this line were also completed between Kaur and Khirgi. Of the conversion of the Nowshera-Durgai line to 5′ 6″ gage forty miles, or 28 per cent. of the total length, were completed.

Lines under construction.

## 9. Irrigation.

[ Further details will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1921.]

132. The area irrigated by this canal during the year was 153,510 acres as compared with the average of 163,849 acres for the three years ending 31st March 1920 and 162,583 acres in the preceding triennium. The *Hijrat* disturbance prevented sowing for the Kharif and was mainly responsible for the decrease in the area irrgated. The working of the canal resulted in a profit representing 8·82 per cent. on the Capital invested, last year's percentage being 9·39 per cent.

Lower Swat Canal.

133. On this canal the area irrigated was 46,073 acres as compared with an average of 46,473 acres for the three years ending 1919-20 and 46,846 acres for the preceding triennium. The year's operations resulted in a profit of 6·59 per cent. on the capital invested as against a percentage of 6·97 in the previous year. The working expenses were higher on account of the rise in cost of labour, materials and establishment.

Kabul River Canal.

134. The area irrigated was 13,929 as compared with 20,670 acres in 1919-20 and 6,784 acres in 1918-19. A dry season and unfavourable river supplies account for the low area irrigated. The year's working resulted in a loss of 3·92 per cent. compared with 8·62 per cent. in the previous year.

Paharpur Canal.

135. The area irrigated during the year was 147,428 acres against 138,194 acres in the previous year. The Rabi area irrigated was 22,047 acres more but the Kharif irrigation was 12,813 less than in the previous year : the remarkable rise in the Rabi area, 25 per cent., promises well for this canal. Working expenses amounted to Rs. 6,63,750 and realizations to Rs. 4,71,563. The year's working resulted in a loss of 0·89 per cent.

Upper Swat Canal.

# CHAPTER V.

# REVENUE AND FINANCE.

[ Further details on the subjects dealt with in this chapter will be found in the Revenue Accounts of the Government of India for the financial year ending 31st March 1921, and in the Statistics of British India, Volume II, Financial Statistics.]

## 1. Gross Revenue and Expenditure.

136. The following statement compares the receipts, expenditure and closing balances under the various heads of revenue for 1919-20 and 1920-21:—

| Heads. | Receipts. | | Expenditure. | | Closing Balance. | |
|---|---|---|---|---|---|---|
| | 1919-20. | 1920-21. | 1919-20. | 1920-21. | 1919-20. | 1920-21. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Special revenues ... ... | 83,57,524 | 86,46,303 | 83,57,525 | 86,46,303 | ... | ... |
| Local funds ... ... | 16,12,902 | 18,96,075 | 16,44,613 | 20,04,133 | 8,34,046 | 7,25,527 |
| Municipal funds ... ... | 19,58,696 | 29,18,506 | 17,36,635 | 22,09,973 | 13,58,880 | 20,71,413 |
| Total ... | 1,19,29,122 | 1,34,60,884 | 1,17,38,773 | 1,28,60,409 | 21,92,926 | 27,96,940 |

137. The following table shows in detail the receipts under the various heads of Revenue in the year under report (1920-21):—

| Major Heads. | Imperial. | Special. | Total. | *Difference.* + more − less than figures for 1919-20. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Land Revenue ... ... ... | ... | 19,07,773 | 19,07,773 | −1,20,737 |
| Opium ... ... ... | ... | 63,416 | 63,416 | −21,097 |
| Stamps ... ... ... | ... | 9,68,649 | 9,68,649 | +94,096 |
| Excise ... ... ... | ... | 10,87,676 | 10,87,676 | +2,32,512 |
| Provincial rates ... ... ... | ... | 503 | 503 | −862 |
| Income-tax ... ... ... | 2,119 | 5,32,651 | 5,34,770 | +88,612 |
| Forest ... ... ... | ... | 2,19,779 | 2,19,779 | −2,42,762 |
| Registration ... ... ... | ... | 75,365 | 75,365 | +6,216 |
| Interest ... ... ... | 31,146 | ... | 31,146 | −139 |
| Law and Justice — Courts of Law ... ... | ... | 2,40,381 | 2,40,381 | −57,705 |
| Law and Justice — Jails ... ... | ... | 57,767 | 57,767 | +2,859 |
| Police ... ... ... | ... | 16,431 | 16,431 | −1,01,275 |
| Education ... ... ... | ... | 25,931 | 25,931 | −885 |
| Medical ... ... ... | ... | 230 | 230 | −511 |
| Sanitation ... ... ... | ... | 108 | 108 | +73 |
| Agriculture ... ... ... | ... | 8,190 | 8,190 | −348 |
| Scientific, etc. ... ... | ... | 62 | 62 | −32 |
| Receipts in aid of superannuation, etc. ... | ... | 24,089 | 24,089 | −1,251 |
| Stationery and Printing ... ... | ... | 22,274 | 22,274 | +2,894 |
| Miscellaneous ... ... ... | ... | 1,62,881 | 1,62,881 | +7,659 |
| Major Works ... ... ... | 8,04,059 | 4,79,193 | 12,83,252 | −75,021 |
| Minor Works ... ... ... | ... | ... | ... | ... |
| Civil Works ... ... ... | ... | 1,68,415 | 1,68,415 | −1,123 |
| Transfer between Imperial and Special Revenues | −25,84,539 | 25,84,539 | ... | ... |
| Total ... | −17,47,215 | 86,46,303 | 68,99,088 | −1,88,827 |

Expenditure.

138. The gross expenditure in detail, excluding expenditure of the Military, Railways, Post Office and Telegraph departments, and capital expenditure on canals, was as follows:—

| Major Heads. | Imperial. | Special. | Total. | *Difference.* +more—less than figures for 1919-20. |
|---|---|---|---|---|
| | Rs. | Rs. | Rs. | Rs. |
| Refunds and Drawbacks ... ... ... | 2,7226 | 27,226 | 54,452 | −10,280 |
| Assignments and Compensation ... ... | 8,995 | 8,994 | 17,989 | +1,458 |
| Land Revenue ... ... ... | 5,17,527 | 4,18,301 | 9,35,828 | −1,11,456 |
| Stamps ... ... ... | 15,978 | 15,978 | 31,956 | −2,550 |
| Excise ... ... ... ... | 19,218 | 19,218 | 38,436 | −13,719 |
| Income-tax ... ... ... ... | 9,149 | 9,175 | 18,324 | −13,886 |
| Forest ... ... ... ... | 2,27,099 | 2,27,098 | 4,54,197 | −1,52,744 |
| Registration ... ... ... ... | 11,548 | 11,548 | 23,096 | −4,299 |
| Interest on other obligations ... ... | 226 | ... | 226 | −6 |
| General Administration ... ... ... | 2,95,987 | 1,41,114 | 4,37,101 | −34,400 |
| Law and Justice—Courts of Law ... ... | 5,96,712 | 3,36,773 | 9,33,485 | −1,54,112 |
| Law and Justice—Jails ... ... ... | 2,06,625 | 2,06,626 | 4,13.251 | −56,710 |
| Police ... ... ... ... | 22,14,417 | 22,14,416 | 44,28,833 | −3,25,479 |
| Education ... ... ... ... | 4,99,529 | 4,99,528 | 9,99,057 | −1,17,762 |
| Ecclesiastical ... ... ... ... | 65,586 | .. | 65,586 | −8,941 |
| Medical ... ... ... ... | 1,30,074 | 1,12,002 | 2,42,076 | −48,889 |
| Sanitation ... ... ... ... | 67,949 | 67,949 | 1,35,898 | +68,510 |
| Political ... ... ... ... | 24,13,932 | 21,88,972 | 46,02,904 | +2,66,696 |
| Agricultural ... ... ... ... | 48,295 | 48,295 | 96,590 | +3,842 |
| Scientific, etc. ... ... ... ... | 16,825 | 16,828 | 33,656 | −3,635 |
| Territorial and Political Pensions ... ... | 48,582 | ... | 48,582 | +8,777 |
| Superannuation, etc. ... ... ... | 1,20,006 | 1,20,006 | 2,40,012 | −24,695 |
| Stationery and Printing ... ... ... | 69,609 | 69,609 | 1,39,218 | −6,100 |
| Miscellaneous ... ... ... ... | 2,37,827 | 2,37,826 | 4,75,653 | −2,88,990 |
| Major Works ... ... ... ... | 8,29,727 | 1,84,804 | 10,14,531 | +7,96,998 |
| Minor Works ... ... ... ... | 50,512 | 50,511 | 1,01,023 | +6,41,435 |
| Civil Works ... ... ... ... | 14,24,759 | 14,13,506 | 28,38,265 | −6,92,901 |
| Total ... | 1,01,73,922 | 86,46,303 | 1,88,20,225 | −2,83,838 |

## 2. Land Revenue.

Collections.

139. The Land Revenue Report for the year ending 30th September 1920 showed the following figures for collections including those on account of previous years:—

| | Rs. |
|---|---|
| Fixed land revenue ... ... ... ... | 17,89,266 |
| Fluctuating land revenue ... ... ... | 1,42,970 |
| Temporarily excluded from the rent-roll ... ... | 21,416 |
| Other land revenue ... ... ... ... | 2,53,390 |
| Total ... | 22,07,042 |

## 3. Irrigation.

[ Further information will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1921.]

Financial aspect.

140. The total capital outlay (direct and indirect) invested up to the end of the 31st March 1921 on Irrigation Branch Canals classed as productive was Rs. 2,80,52,434. Capital expenditure during the year totalled Rs. 3,73,290. The gross receipts (direct and indirect) from all sources excluding refunds amounted to Rs. 12,79,533 during the year under review. The yearly working expenses and interest on capital amounted to Rs. 10,45,640 and Rs. 9,25,348 respectively, the net result being a loss of Rs. 6,91,371 during the year. The Lower Swat Canal made a profit of Rs. 2,36,655 and the Kabul River Canal of Rs. 40,734; the loss was incurred on the Upper Swat and Paharpur canals. The Paharpur Canal is never likely to pay its way, but better results may be expected from the Upper Swat Canal in future. The estimated value of crops irrigated was Rs. 2,76,33,465. None of the canals in the Province managed by the Irrigation Branch are classed as Productive Minor Works.

## 4. Excise and Opium.

[For further particulars see the Provincial Report on Excise Administration for the year ending 31st March 1921.]

**Introductory**

141. For the year under report the licenses were again put up to auction by free competition and the income, which had gone up from Rs. 5,78,832 in 1918-19 to Rs. 8,55,011 in 1919-20, further rose to Rs. 10,87,454, a figure almost double the income in 1918-19 when the auction was subject to restrictions. The abnormal rise in license fees in the two years was accompanied by enhancements in the rates of duty as follows :—

| | During 1919-20. | During 1920-21. | During 1921-22. |
|---|---|---|---|
| Country spirit ... ... | Rs. 6-4-0 per gallon, L. P. | Rs. 7-8-0 per gallon, L. P. | Rs. 10-10-0 per gallon, L. P., from 9th May 1921. |
| Issue price of excise opium ... | Rs. 32 8-0 per seer ... | Rs. 40 per seer ... | Rs. 50 per seer. |
| Import duty on Afghan opium ... | Rs. 21 8-0 per seer ... | Rs. 27-8-0 per seer ... | Rs. 36 per seer. |
| Import duty on *charas* ... ... | Rs. 18 per seer ... | Rs. 24 per seer ... | Rs. 30 per seer. |
| Tariff duty on imported and Indian-made foreign spirits. | Rs 11-4-0 per gallon, L. P. | Rs. 11-4-0 per gallon, L. P. | Rs. 18-12-0 per gallon, L. P., from 1st March 1921. |

**Gross receipts.**

142. The gross revenue of the Province for the year under report, including the amounts on account of duty realized in other Provinces, was Rs. 16,53,499 against Rs. 14,72,485 in the preceding year. Of this Rs. 10,87,454 were credited in the North-West Frontier Province, Rs. 5,45,086 in the Punjab and Rs. 20,959 in the United Provinces. The amount credited in this Province was the highest on record, exceeding that of last year by Rs. 2,32,443 or 28 per cent., of which 23 per cent. was derived from license fees and 5 per cent. from duty. The expenditure rose from Rs. 34,818 to Rs. 41,955, and an increase has occurred under all items except "refunds." The advance in "establishment" is due to further additions to the preventive staff, so as to provide each district with one Inspector and one Sub-Inspector. The increase in "allowances" is ascribed to the same cause and also to the improvement in the rates of travelling allowance. An increase in the number and importance of cases detected accounts for the growth in "rewards."

**Still-head duty.**

143. Indian-made foreign liquors and country spirits consumed in the Province are, as remarked in previous years' reports, obtained wholly from the Punjab and the United Provinces, and the duty payable thereon is credited in those Provinces. In order to avoid this loss of revenue it has long been under contemplation to establish a distillery in the Province. For various reasons the matter has not advanced during the year and no distilling license has yet been issued.

**Wholesale vend of country spirits.**

144. The number of wholesale licenses for sale of country spirit fell from 6 to 5 owing to non-renewal of the license in Dera Ismail Khan. All the present 5 licenses are accompanied by bottling licenses. Of the total consumption of 26,597 gallons of spiced spirits the bottlers of this Province bottled and supplied 11,987 gallons only. The balance was obtained from the Punjab wholesale vendors. It appears that local bottlers can only take full vats of the commoner brands, and the less common varieties of spirit are therefore obtained ready-bottled from the Punjab.

**Retail vend of country spirits.**

145. There was no change in the number and location of shops which remained the same as last year, *viz.*, 29. The license fees, however, rose from Rs. 2,37,922 to Rs. 3,56,258 or by 49 per cent. in spite of the enhancement in still-head duty. The high range of bids for licenses was probably due to an anticipation of the continued concentration of troops on the Frontier. The anticipation, however, was not realized and the garrison was much reduced.

The general scarcity also led to a fall in the rate of wages and both these causes contributed to a reduction in sales which fell from 54,445 to 47,737 gallons, a decrease of 6,708 gallons. It might have been expected that this would lead to a reduction in license fees in the current year, but local causes tended to keep up the former level. In the first place consumption of foreign liquors on the premises was stopped and secondly a few wealthy firms are competing for the trade. The increase of still-head duty, however, with effect from 9th May last during the currency of the licenses, has now hit the contractors hard, and the question of granting some remission in license fees is under the consideration of the Administration.

**Drunkenness.**

146. The total number of convictions for drunkenness in the Province was almost stationary, *viz.*, 148 against 151 in the preceding year. Cases have increased in Cantonments and decreased in Municipalities, particularly in those of Peshawar and Dera Ismail Khan. The increase of cases in Cantonments is attributed to the vigilance of the Police and the decrease in Municipalities to the growth of a public opinion which disapproves of drunkenness and the efforts of certain organizations to combat the evil.

**Foreign liquors.**

147. Out of the total number of 53 licenses for wholesale vend of foreign liquors, 21 were for sale to the trade and 32 for vend to the public against 16 and 23, respectively, in the preceding year. The remarkable increase in the number of the latter class of licenses is accounted for by the grant of extra licenses in the districts of Bannu and Dera Ismail Khan and the Tochi Agency to meet military requirements. One additional license each in Peshawar and Hazara was also granted to introduce competition and prevent profiteering. The business done under these licenses hardly requires comment here as sales to the trade, *i.e.*, to "other licensed vendors" are eventually included in the sales to the public and the sales made wholesale to the "public" have actually been included in columns 7 to 11 of Imperial Return IV. The number of bazar licenses sold by auction for retail sale of foreign liquors remained the same as last year, *viz.*, 10, while that of licenses held by oilmans' stores merchants on fixed fees rose from 23 to 31 owing to the issue of extra licenses in new Cantonments and Military Camps. Also in order to break the ring formed by the 3 first class license-holders in Peshawar Cantonment it was decided to grant new licenses either to local firms or to one of the large firms dealing in other parts of India. No firm of the latter class was willing to open a branch in Peshawar and 2 extra licenses were, therefore, given to local firms in the Peshawar District and 1 in Hazara. Some reduction in prices has followed. Canteen licenses were reduced from 44 to 33. A restaurant license was granted to a Cinema Company in the Hazara District, and 6 stall licenses to a canteen tenant at different times for Nowshera races. The sales taken together, under all classes of foreign liquor licenses during the year, were 49,021 gallons of wines and spirits and 379,209 gallons of beer against 87,774 gallons and 456,172 gallons, respectively, in 1919-20. The decrease is due to the reduction of the garrison. The license fees derived from foreign liquors for wholesale and retail licenses, which had risen from Rs. 3,856 to Rs. 69,375 in 1919-20, rose during the year under report to Rs. 1,02,102, an increase of 47 per cent. The increase is spread evenly over all districts and is mostly due to competition between wealthy traders.

**Opium.**

148. One village shop in the Peshawar District was closed, and this reduced the total number of shops in the Province from 64 to 63. The income derived from opium aggregates Rs. 3,71,552, out of which Rs. 2,37,384 were from vend fees and the balance Rs. 1,34,168 from gain on sale-proceeds of excise opium and transit duty on Afghan opium. The corresponding figures of last year were Rs. 3,48,409, Rs. 2,20,471 and Rs. 1,27,938, respectively. On the other hand there was a considerable decrease in the sales which were 4,928 seers against 6,427 seers in the previous year. The decrease is shared by all districts, but Peshawar accounts for more than half of it. The cause is the smuggling of Afghan opium. There has been a bumper poppy crop in Ningrahar for the past two years, and this year there was great scarcity of food. This led to the migration of large numbers of people into the district

whose chief marketable commodity was smuggled opium. It was on sale in every village near the border at about three tolas to the rupee. The whole of the north-western boundary of this district marches with the Frontier and there are abundant facilities for smuggling. The Peshawar District contractors lowered the retail sale price to the equivalent of Rs. 64 a seer, though they were paying Rs. 80, but even so they could not compete with the smugglers, and several rural shops had to be closed.

**Morphia.**

149. The number of licenses for the sale of morphia decreased from 26 to 20. The sales, however, rose from 1 lb., 9 ozs. and 49 grains to 2 lbs., 11 ozs. and 173⅓ grains. The increase has occurred in Bannu and Dera Ismail Khan, and no particular reason has been assigned for it.

**Hemp drugs.**

150. The sales during the year under report were practically the same as last year, *viz.*, 4,864 seers against 4,856 seers, notwithstanding the rise in retail prices owing to the enhancement both in duty and license fees. The total revenue realized under this head amounted to Rs. 2,57,029 made up of Rs. 1,41,144 by vend fees and Rs 1,15,885 by duty against Rs. 1,99,010, Rs 1,11,698 and Rs. 87,312, respectively. The increase occurs in all districts under both sources except Peshawar, where a decrease of Rs. 4,448 in the vend fees is more than counter-balanced by the increase in duty.

**Cocaine.**

151. Cocaine licenses rose from 3 to 4 during the year, all in Peshawar. Sales amounted to 436 grains against 158 last year. The increase is due to the fact that 350 grains of cocaine were exported to Kabul by a dentist of Kabul, the export being allowed under instructions from the Government of India. The illicit trade in the drug shows no sign of decreasing and it is feared that the cocaine habit is spreading. Five strong gangs of cocaine-smugglers are now at work in Peshawar City and one of them is said to have attempted to extend its operations to Kohat, but without success. Information is difficult to obtain and the smugglers are mostly desperate criminals but even so two important cases were successfully prosecuted by the Excise Department. Four minor cases failed for want of proof. In one case, involving the seizure of 7 ounces of cocaine, the accused was released on bail of Rs. 3,000 with three sureties. He, however, absconded on the pretence of *Hijrat* (migration for religious reasons). Proceedings under Section 87, Criminal Procedure Code, were taken against the sureties by the District Magistrate and the case is pending. The second case, involving 3 persons and 9½ ounces of cocaine, is also still pending. The total quantity of confiscated cocaine in deposit in the Peshawar Treasury on the 31st March 1921 amounted to 33 ounces 419·5 grains.

## 5. Salt Revenue.

[ Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1921. ]

**Kohat Mines.**

152. Excise duty in the Kohat Salt Mines Division amounted to Rs. 8,19,504, an increase of Rs. 92,474 on last year's figures. The total charges have increased by Rs. 13,005. There was no change in the duty during the year under report.

## 6. Stamp Revenue.

[ Further details are given in the Provincial Note on the Stamp Returns for the year ending 31st March 1921.]

**Income and expenditure.**

153. The total receipts under the Court-fees and Stamp Acts in 1920-21 were Rs 9,59,908 as compared with Rs. 8,66,928 in 1919-20 or an increase of Rs. 92,980 on the previous year. The expenditure rose from Rs. 40,595 to Rs. 53,555. The net receipts advanced from Rs. 8,26,333 in 1919-20 to Rs. 9,06,353 in 1920-21. Sales of Judicial stamps rose from Rs. 5,18,491 to Rs. 5,65,441, the increase being due practically entirely to the

sale of Court-fee stamps (Rs. 5,53,545), which in the Peshawar District alone is over two and a half lakhs. Receipts from the sale of non-judicial stamps rose from Rs. 3,58,227 to Rs 4,04,630, the receipts from Peshawar being more than the total of the other four districts.

Insufficiently stamped documents.

154. Two hundred and thirty-seven cases of insufficiently stamped documents were dealt with in the Hazara District and 121 in the Peshawar District and sums of Rs. 1,787 and Rs. 1,389, respectively, realized in duty and penalties. There were 88 such cases in the other three districts or an average of 29 for each district, and the duty and penalties amounted to Rs. 786. The figures for the year under report indicate a greater vigilance in the examination of stamps.

## 7. Income-tax.

[ Further details will be found in the Provincial Note on the Income-tax Returns for the year ending 31st March 1921.]

General.

155. The new Income-tax Act (VII of 1918) continues to work satisfactorily. The Government of India have reduced during the year the number of annual returns from 3 to 1, while the abolition of the adjustment system prescribed by Section 19 of the Act is also under their consideration and is expected to be carried into effect in the near future. These improvements will simplify the working of the Act.

Collection.

156. The total number of persons assessed to Income-tax under Section 18 of the Act during the year was 2,180 and the collections on that account amounted, after adjustment under Section 19, to Rs. 4,62,982 against 3,254 assessees and Rs. 3,16,880 Income-tax last year. The increase of Rs. 1,46,102 in the amount of Income-tax collected during the year is shared by the three districts of Kohat (Rs. 2,787), Bannu (Rs. 24,892) and Dera Ismail Khan (Rs. 1,20,488), while Hazara and Peshawar show decreases of Rs. 2,022 and Rs. 43, respectively. The abnormal increases in the Income-tax collected in the Bannu and Dera Ismail Khan districts are due to the systematic and careful assessment of those districts by the Special Income-tax Agency during the year, and this result has more than justified the extra expenditure involved by the special agency. The expansion of the agency into an Income-tax Department is now under consideration.

## 8. Forest Revenue.

[ Further details will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1921.]

Tables.

157. The revenue and expenditure for the year is given in the following table :—

| Revenue. | Amount. | Percentage of revenue. |
|---|---|---|
| | Rs. | Rs. |
| I.—Major produce including drift ... ... | 1,78,038 | 88·54 |
| II.—Minor produce ... ... ... ... | 11,263 | 5·60 |
| III.—Other heads ... ... ... ... | 11,766 | 5·86 |
| Total ... | 2,01,067 | ... |

| | Amount. | Percentage of expenditure. |
|---|---|---|
| EXPENDITURE. | Rs. | Rs. |
| A.—Conservancy and works ... ... ... | 3,01,107 | 77·50 |
| B.—Establishment ... ... ... ... | 87,404 | 22·50 |
| Total ... | 3,88,511 | ... |

| | Amount. | Percentage of gross revenue. |
|---|---|---|
| | Rs. | Rs. |
| Deficit ... ... ... ... | −1,87,444 | 93·22 |

**Revenue.**

158. Gross revenue amounted to Rs. 2,01,067 as compared with Rs. 3,98,930 in the previous year and the quinquennial average of Rs. 3,19,296, representing a decrease of Rs. 1,97,863 and Rs. 1,18,229, respectively.

**Net result.**

159. The net result of the year's work is Rs. 2,31,017 as compared with Rs 2,30,314 in 1919-20 and is shown in the following statement :—

| | Rs. |
|---|---|
| Increase in value of stock ... ... ... | 3,41,757 |
| Increase in value of live and dead stock ... ... | 25,010 |
| Increase in outstandings against contractors and disbursers ... | 56,327 |
| | 4,23,094 |
| *Deduct*— | |
| Cash deficit ... ... ... ... | 1,87,444 |
| Decrease in outstandings of revenue ... ... | 4,633 |
| | 1,92,077 |
| Net result ... | 2,31,017 |

## 9. Local Funds.

**District Funds.**

160. The transactions are shown below :—

| Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|
| Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| 3,87,532 10 8 | 8,65,482 10 0 | 12,53,015 4 8 | 10,16,536 2 1 | 2,36,479 2 7 |

The actual total receipts amounted to Rs. 8,65,482-10-0 as compared with Rs. 8,09,837-8-11 during the previous year; while the total payments amounted to Rs. 10,16,536-2-1 as compared with Rs. 7,85,075-5-4 during the last year.

**Cantonment Funds.**

161. There are 9 such funds. Their transactions, as compared with those of the previous year, are shown in the subjoined statement :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1920-21 ... | 2,43,180 7 7 | 7,37,866 13 3 | 9,81,047 4 10 | 7,34,077 0 0 | 2,46,970 4 10 |
| Total 1919-20 ... | 2,85,188 15 3 | 5,42,695 14 9 | 8,27,884 14 0 | 5,84,704 6 5 | 2,43,180 7 7 |

Cantonment General Hospital Funds.

162. There are three such funds and their transactions, as compared with those of the previous year, are shown below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1920-21 ... | 56 6 0 | 8,972 11 6 | 9,029 1 6 | 8,972 11 6 | 56 6 0 |
| Total 1919-20 ... | 148 14 1 | 13,873 8 11 | 14,022 7 0 | 13,966 1 0 | 56 6 0 |

Town and Bazar Funds.

163. The Hill Location and Sanitary Fund in the Hazara District and the Parachinar Bazar Fund in the Kurram District are the only funds under this head. The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Hill Location and Sanitary Fund— | | | | | |
| 1919-20 ... | 1,369 6 2 | 607 4 11 | 1,976 11 1 | 1,561 7 10 | 415 3 3 |
| 1920-21 ... | 415 3 3 | 1,026 2 2 | 1,441 5 5 | 968 8 5 | 472 13 0 |
| Parachinar Bazar Fund— | | | | | |
| 1919-20 ... | 4,224 14 4 | 54,150 3 0 | 58,375 1 4 | 22,984 5 1 | 35,390 12 3 |
| 1920-21 ... | 35,390 12 3 | 53,611 3 3 | 89,001 15 6 | 40,083 6 3 | 48,918 9 3 |

Medical and Charitable Fund.

164. The Lady Minto Swat Hospital Fund in Dir-Swat is the only fund of this description. The income of the fund is derived from the rent of shops and is utilised in the maintenance of the male and female hospitals. The receipts and payments of the fund during the year under report amounted to Rs. 10,883-15-6 and Rs. 9,091-4-9 respectively. The fund closed with a balance of Rs. 15,156-11-10.

Police Funds.

165. These are branches of the Police Remount Fund under the control of the Inspector-General of Police. Their transactions are shown in the subjoined statement :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1920-21 ... | 2,959 4 5 | 6,758 3 6 | 9,517 7 11 | 5,997 6 0 | 3,520 1 11 |
| Total 1919-20 ... | 3,442 9 11 | 5,724 7 6 | 9,167 1 5 | 6,207 13 0 | 2,959 4 5 |

Public Works Funds.

166. These funds, known as the Canal Clearance Funds, exist in two districts. Their transactions are shown below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1920-21 ... | 72,416 11 11 | 1,37,143 8 10 | 2,09,560 4 9 | 1,19,212 10 11 | 90,347 9 10 |
| Total 1919-20 ... | 1,02,626 5 6 | 1,12,188 5 6 | 2,14,814 11 0 | 1,41,936 14 6 | 72,877 12 6 |

The difference between the opening balance of the year under report and the closing balance of the preceding year is due to the subsequent adjustments made by journal entries.

**Agror Accumulation Fund.**

167. The nature of this fund was explained in the report for the year 1902-03. The sum of Rs. 36,000 on account of the surplus balance of the Agror Estates has been invested in Government Promissory Notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund. The opening balance of the fund was Rs. 518-13-1. The receipts during the year amounted to Rs. 1,256-13-8 as compared with Rs. 1,960-0-4 in the previous year and the payment to Rs. 1,212-2-0 against Rs. 1,812-0-0. The fund closed with a balance of Rs. 563-8-9.

**Famine Fund.**

168. This fund exists only in the Dera Ismail Khan District. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0.

**Chaukidari Clothing Fund.**

169. This fund exists only in the Hazara District and was commenced in 1906-07. The receipts during the year were Rs. 2,212-15-3. It closed with a balance of Rs. 2,214-15-3.

**Saddana or Embankment Fund.**

170. This fund exists in the Dera Ismail Khan District and was sanctioned in the year 1906-07. The opening balance was Rs. 77,567-9-0. The receipts amounted to Rs. 71,059-3-7 and the payments to Rs. 67,982-0-5. It closed with a balance of Rs. 80,644-12-2. In the previous year, receipts and payments amounted to Rs. 59,217-2-0 and Rs. 80,932-13-1, respectively.

**Municipal Funds.**

171. Under this category are included the funds both of Municipalities proper and of Notified Areas. There are altogether 6 Municipalities and 8 Notified Areas in the North-West Frontier Province.

Their transactions are as noted below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Municipalities ... | 12,37,171 15 3 | 27,41,554 15 7 | 39,78,726 14 10 | 20,64,956 0 8 | 19,13,770 14 2 |
| Notified Areas ... | 1,25,707 13 4 | 1,76,950 9 5 | 3,02,658 8 9 | 1,45,016 8 4 | 1,57,641 14 5 |
| Total 1920-21 ... | 13,62,879 12 7 | 29,18,505 9 0 | 42,81,385 5 7 | 22,09,972 9 0 | 20,71,412 12 7 |
| Total 1919-20 ... | 11,36,818 11 7 | 19,58,695 15 10 | 30,95,514 11 5 | 17,36,634 14 10 | 13,58,879 12 7 |

The difference between the opening balance of the year under report and the closing balance of the preceding year is due to the subsequent adjustments made by journal entries.

All the Municipalities and Notified Areas bank with Government treasuries. Their accounts opened and closed with credit balances during the year under report.

# CHAPTER VI.

# VITAL STATISTICS & MEDICAL SERVICE.

[For further information on the subjects dealt with in this chapter see the Statistics of British India, Volume III, Public Health.]

## 1. Detail of Census.

( *Vide* pages 55—60 of the Provincial Administration Report for 1911-12. )

## 2. Births and Deaths.

[ For further details see the Provincial Sanitary Administration Report for the year ending 31st December 1920. ]

**Deaths.**

172. In 1918 influenza was very prevalent and caused 93,831 deaths, the total mortality for that year being 143,506. In 1919 the number of deaths recorded fell to 58,302 and in 1920 the numbers registered fell to 47,695, a decrease of 10,607. There was a smaller number of deaths in every district except in Dera Ismail Khan where the epidemic of small-pox accounts for the increase which occurred there. In rural areas the cause of death is left for diagnosis to the village chaukidar, and when he omits to enter this information in his returns, an obliging thana official makes good the deficiency in his own register. He shares with the chaukidar the belief that the word *bokhar* includes most of the ills that flesh is heir to. In Municipal areas vital statistics are prepared by a clerk from information obtained from the head of the family or from Mohalladars. Hence the 36,567 deaths reported under the head "fevers" must include deaths from many other causes.

**Births.**

173. During the year 60,868 births were recorded as compared with 58,411 in 1919: there was thus an increase of 2,457 births. The ratio of births to population was 29·8 per *mille* in the current year against 28·6 in the preceding year. Compared with the births in 1919 there was an increase in all districts except in Dera Ismail Khan where the decrease in the number of births was 234. In this district small-pox was prevalent in epidemic form and caused 1,185 deaths. In 1919 in the Peshawar District 3,251 fewer births were registered than in 1918, but in the current year the births in this district have increased, 1,103 more being recorded than in 1919. The increase of births in Bannu, Hazara and Kohat districts was 850,493 and 245, respectively. According to the numbers registered there were 128·7 male births to every 100 female births. This is obviously incorrect for the statistical returns of other Provinces show a difference of only 105 to 111 male as compared with 100 female births. It suggests that many female births are unrecorded in this Province.

## 3. Sanitation.

**Sanitary works.**

174. Out of the grant-in-aid of Rs. 1,00,000 (Rs. 50,000 Imperial and Rs. 50,000 Provincial) for sanitary purposes, the sum of Rs. 8,000 was allotted as detailed below :—

| | | Rs. |
|---|---|---|
| (1) | Contribution to the Cantonment Magistrate, Peshawar, for looking after the latrines attached to the Administrative Offices ... ... ... ... ... | 150 |
| (2) | Repair of drains in Peshawar Bazar... ... ... | 6,000 |
| (3) | Construction of drains in Kulachi town ... ... | 1,000 |
| (4) | Grant-in-aid to the Municipal Committee, Abbottabad, for certain necessary sanitation works in the town ... | 850 |
| | Total ... | 8,000 |

The amount of item (2) was originally allotted to the Political Agent, Kurram, in March 1920, but was not drawn from the Treasury till April 1920, with the result that the amount was made debitable to the grant for 1920-21. The balance of the Provincial grant, *viz.*, Rs. 42,000 was surrendered to the Local Administration for expenditure under other heads, and the recurring Imperial grant of Rs. 50,000 was unexpended during the year under report. It will be available for expenditure during the year 1922-23, if required.

Inspections.

175. All the head-quarter towns and a number of larger villages were inspected during the year, including the following:—Mardan, Nowshera, Charsadda, Shankargarh, Tank, Kulachi, Paharpur, Haripur and Hangu. In the Dera Ismail Khan, Hazara, Peshawar and Chitral districts the number of sanitary inspections carried out is satisfactory. In Bannu, where the Civil Surgeoncy is held as a collateral charge, touring was less than usual. Their military duties make it difficult for officers holding such an additional charge to leave the station.

## 4. Medical Reliefs.

[Further details will be found in the Provincial Report on Dispensaries for the year ending 31st December 1920.]

General.

176. At the beginning of the year there were 74 Hospitals and Dispensarises. During the year a new Dispensary was opened at Bara Fort for the Frontier Constabulary, increasing the number to 75. At Miranshah the Civil Hospital was closed but the Sub-Assistant Surgeon in charge of the Militia Hospital in the Fort treated a certain number of civil patients.

Attendance.

177. The figures for out-patients show that the attendance in 1920 was 2,500 less than in 1919. Malaria was less prevalent than in the preceding year and the attendance for this disease shows a decrease of 12,462, while the attendance for diseases of the eye, of the digestive system, and of the skin show an increase of 3,851, 4,081 and 4,772, respectively.

Statistics of diseases.

178. The following abstract shows the number of cases of the more important diseases treated during the year as compared with 1919 :—

| | *1919.* | *1920.* |
|---|---|---|
| Cholera ... ... ... ... | 518 | 1 |
| Dysentery ... ... ... ... | 10,321 | 9,346 |
| Enteric fever ... ... ... ... | 215 | 181 |
| Malaria ... ... ... ... | 143,873 | 131,411 |
| Plague ... ... ... ... | ... | 90 |
| Pneumonia ... ... ... ... | 1,526 | 1,434 |
| Rheumatic fever and rheumatism ... ... | 9,811 | 10,220 |
| Small-pox ... ... ... ... | 216 | 32 |
| Syphilis ... ... ... ... | 2,292 | 1,813 |
| Tubercle of the lung ... ... ... | 478 | 453 |
| Other tubercular diseases ... ... ... | 465 | 442 |
| Diseases of the eye ... ... ... | 89,841 | 93,692 |
| Dyspepsia ... ... ... ... | 29,704 | 31,063 |
| Diarrhœa ... ... ... ... | 8,461 | 8,702 |
| All other diseases of the digestive system ... | 66,649 | 70,730 |

Surgery.

179. During the year 34,108 operations were performed as compared with 32,590 in the preceding year; 4,411 were on in-patients and 29,697 on out-patients. Out of the total number 4,095 were selected operations.

Financial.

180. The total income was Rs. 2,53,826 and the expenditure Rs. 5,097 less than that sum. The expenditure altogether increased by Rs. 31,657, owing to the increase in salaries of servants and the rise in the price of food.

181. The popularity of the Minto Hospital at Malakand is maintained and the number of patients attending is steadily increasing. Medical arrangements in the agencies underwent no marked changes, and call for no remarks. **Medical relief in Agencies.**

## 5. Vaccination.

[ Further details are given in the Provincial Report on Vaccination for the year ending 31st March 1920. ]

182. The total number of vaccinations performed in settled districts and agencies during the year was 116,167. When this figure is compared with 134,532, the number for the preceding year, it will be seen that there was a large decrease in the operations performed during the year under report. Of the total operations performed 97,405 were primary and 18,762 secondary vaccinations, both figures being less than the corresponding figures for last year by 11,257 and 7,108, respectively. **Vaccinations.**

183. The mortality from small-pox has been practically the same during the past three years, namely 0·8 per *mille*. Small-pox was present in epidemic form in the Dera Ismail Khan and Bannu districts during the year. **Mortality.**

184. The total expenditure incurred on account of the vaccination staff and for purchase of lymph from the Punjab Central Vaccine Institute was Rs. 18,969-7-11 as compared with Rs. 17,892-10-9 in the previous year. **Expenditure.**

185. Glycerinated chloroformed lymph was obtained from the Punjab Vaccine Institute and gave satisfactory results. **Lymph.**

186. The attitude of the people towards vaccination is, on the whole, favourable. Re-vaccination, however, is considered unnecessary and troublesome, except when small-pox prevails in epidemic form. There is no religious prejudice against vaccination. **Attitude towards vaccination.**

# CHAPTER VII.
# INSTRUCTION.

## 1. General system of Instruction.

[The system of Public Instruction is described in the Administration Report for 1917-18. Fuller information will be found in the Report on Public Instruction for the year 1920-21.]

## 2. Education.

[Further details will be found in the Provincial Report on Public Instruction for the year ending 31st March 1921.]

**General.**

187. The unfavourable conditions which affected education in the preceding year continued unabated during the year under report. Political troubles dislocated work in the Peshawar and Hazara districts which lost the services of 75 teachers who joined in the *Hijrat* movement. The pay of the staff underwent revision which gave great relief to all concerned.

**Number of Institutions and Scholars.**

188. The following tables show the number of educational institutions for boys and girls in the Province in the years 1919-20 and 1920-21 :—

*Boys' Schools and Colleges.*

| Class of Institution. | *Number of Institutions.* | | Increase or decrease. | *Number of Scholars.* | | Increase or decrease. |
|---|---|---|---|---|---|---|
| | 1919-20. | 1920-21. | | 1919-20. | 1920-21. | |
| Arts Colleges ... | 2 | 2 | ... | 200 | 132 | —68 |
| Training College (Normal School). | 3 | 4 | +1 | 86 | 116 | +30 |
| High Schools ... | 18 | 18 | ... | 5,957 | 6,242 | +285 |
| Middle Schools ... | 38 | 58 | +20 | 7,589 | 9,559 | +1,970 |
| Primary Schools ... | 615 | 636 | +21 | 23,546 | 25,339 | +1,793 |
| Private Schools ... | 191 | 141 | —50 | 2,686 | 2,877 | +191 |
| Total ... | 867 | 859 | —8 | 40,064 | 44,265 | +4,201 |

*Girls' Schools.*

| | | | | | | |
|---|---|---|---|---|---|---|
| Normal School ... | ... | 1 | +1 | ... | 15 | +15 |
| Middle Schools ... | 4 | 4 | ... | 722 | 854 | +132 |
| Primary Schools ... | 49 | 56 | +7 | 3,217 | 3,513 | +296 |
| Private Schools ... | 39 | 45 | +6 | 612 | 1,070 | +458 |
| Total ... | 92 | 106 | +14 | 4,551 | 5,452 | +901 |

**Expenditure.**

189. The expenditure on education in the years 1919-20 and 1920-21 is shown in the following table :—

| | *Expenditure.* | | *Percentages of total expenditure in* | |
|---|---|---|---|---|
| | 1919-20. | 1920-21. | 1919-20. | 1920-21. |
| | Rs. | Rs. | | |
| Provincial ... | 7,92,801 | 9,44,735 | 63·8 | 64·7 |
| District Funds ... | 1,00,419 | 83,718 | 8·0 | 5·7 |
| Municipal Funds | 83,002 | 1,34,356 | 6·7 | 9·2 |
| Fees ... ... | 1,11,522 | 1,09,490 | 9·0 | 7·5 |
| Other sources ... | 1,54,853 | 1,88,071 | 12·5 | 12·9 |
| Total ... | 12,42,597 | 14,60,370 | 100 | 100 |

Expenditure, General.

190. The total expenditure on education rose from Rs. 12,42,597 to Rs. 14,60,370. The increase in the Provincial revenues from Rs. 7,92,801 to Rs. 9,44,735 is due to revision of the pay of the members of the Indian Educational Service, general revision of the pay of all classes of teachers both in Government and Board Schools and of the Inspecting Officers and of the clerical establishments, the opening of a Normal School for Women at Peshawar, the attaching of a new Training Class to the Government High School, Abbottabad, the opening of 20 Lower Middle Schools, 43 Boys' Primary and 6 Girls' Schools, with a grant of Rs 19,154-8-0 contributed to the District Boards in this Province. The decrease of Rs 16,701 in District Funds is due to the fact that the Inspector of Schools, Northern Circle, Peshawar, showed a figure of Rs. 17,000 last year under District Funds. This figure should have come under Provincial Revenues, as it was a contribution towards the District Funds. The increase in expenditure from Municipal Funds from Rs. 83,002 to Rs 1,34,356 is accounted for by the fact that salaries were increased, one more Municipal Board Girls' School was opened, and the Municipality of Dera Ismail Khan spent Rs 37,360 on the purchase of a house for the Municipal Board Nagri Primary Girls' School. The rise in expenditure from other sources from Rs 1,54,853 to Rs 1,88,071 is caused in great measure by increase in salaries. The decline in expenditure from fees from Rs 1,11,022 to Rs 1,09,490 is due to the abolition of fees in Vernacular Middle Schools and also to the closure of a few boarding-houses attached to Secondary Schools where a fee was charged.

Arts Colleges

191. The decline from 200 to 132 in the number of students in the two Arts Colleges was due to the events of last November which effected the Islamia College only, the result of non-co-operation doctrines. The break-down of discipline, which was but temporary and entirely due to outside influences, took away 60 students from the College; but 27 of these had rejoined by January 1st. The examination results of 1921 of the two Colleges are given below:—

| College. | B. A. | B. Sc. | F. A. | F. Sc. |
|---|---|---|---|---|
| Islamia College ... | $\frac{4}{10}$ | ... | $\frac{9}{10}$ | $\frac{5}{10}$ |
| Edwards College... | $\frac{12}{12}$ | ... | $\frac{9}{10}$ | ... |

Secondary Schools for boys.

192. The number of Anglo-Vernacular institutions stood at 28 as last year; of the 18 High Schools, 6 are maintained by Government and 12 are Aided; of the 10 Middle Schools 5 are maintained by District Boards and Municipalities and 5 are Aided institutions. The number of pupils under instruction in these (including Primary Departments of Board and Aided Schools) rose from 8,636 to 9,163. It is gratifying to note that the number in the High and Middle classes rose from 4,474 to 4,777. The other increase took place in the Primary Departments of Board and Aided Schools. Expenditure on these schools increased from Rs. 3,36,369 to Rs. 3,93,145 on account of the increase in salaries of teachers. The Aided Schools received grants amounting to Rs 1,04,550 as compared with Rs. 98,754 in the previous year. In addition the Aided Schools received an equipment grant of Rs. 2,633 and a building grant of Rs. 13,285. The number of Vernacular Middle Schools rose from 28 to 48 owing to the raising of 20 Primary Schools for boys to the status of Lower Middle Schools: 47 Vernacular Middle Schools are managed by District Boards and 1 by a Municipal Committee. The number under instruction in these schools rose from 4,910 to 6,631. The number of pupils attending the Middle Departments of these institutions rose from 1,642 to 1,796.

Primary Schools for boys.

193. Primary Schools for boys increased from 615 to 636 and the pupils in attendance from 23,546 to 25,339. The increase in the number of these institutions is due to the opening of 43 Primary Schools with the aid of a Government grant of Rs. 19,154-8-0: 20 Primary Schools were raised to the status of Lower Middle Schools during the course of the year. The average attendance per school rose from 38·3 to 39·8.

Training Institutions.

194. Both in general tone and discipline, as well as in work and results of examinations, the Training College, Peshawar, has had a most successful year. The Principal reports that, owing to the firmness and good sense of staff and students, the state of affairs in the College continued to be satisfactory in spite of threats of external trouble. A Senior Vernacular Class was opened in April 1920 with 20 stipendiaries, organised by the Principal, who, in this connection, awards special praise to M. Ghulam Hasan, then Acting Vice-Principal, and to Hafiz Abdul Hamid, B.A., who was responsible for the science work. The new class did very well; all members of it but two passed out in the First Division. The Junior Vernacular Class had 37 on its roll as against 54 last year. This decrease was due to the opening of the Normal Class at Abbottabad, necessitated by the fact that the present building of the Peshawar Training College cannot take unlimited numbers. Of the above 37 students all passed the final examination, 20 being placed in the First Division. The Junior Anglo-Vernacular Class still stood at 11 students — 7 in the first year and 4 in the second. These 4 passed out very well, 1 with distinction; and there is ample evidence that this two years' course is of great benefit to such students as wish to qualify for the profession of teaching. There is one regret; the class is by no means full, while there are a number of unqualified temporary teachers of English being employed in various schools. A Normal School for Women was opened on October 1st, 1920, in Peshawar City, the formal opening ceremony being performed by Lady Grant on November 11th.

Girls' Schools.

195. The number of Middle Schools for girls remains 3 as last year. The number of Primary Schools for girls rose from 49 to 56. The number of pupils under instruction increased from 658 to 783 in Middle Schools and from 3,217 to 3,513 in Primary.

Education in the Agencies

196. There was no marked change in the number of schools in the Agencies as compared with the previous year.

## 3. Literature and the Press.

Books.

197. No books were published in the Province during the year 1920-21.

### PRESS.

Newspapers.

198. The only newspaper published during 1920 was the "Peshawar Daily News" in English and Urdu with a total circulation of about 1,150 copies.

Executive action.

199. No declaration for opening a Press was filed during the year, and no executive action was taken against any newspaper or other publication. The number of Presses at work was 22.

## 4. Literary Societies.

200. There are no literary societies in the Province of any importance.

## 5. Arts and Sciences.

201. The report on the Peshawar Museum, of which the Superintendent, Archæological Survey, Frontier Circle, is *ex-officio* Curator, will be found in Chapter VIII—Archæology.

# CHAPTER VIII.

# ARCHÆOLOGY.

[ Further details will be found in the Report of the Archæological Survey of India, Frontier Circle, for 1920-21.]

Conservation.

202. Conservation has been limited to three sites only, namely Takht-i-Bahi and Jamalgarhi in the Peshawar District and Jaulian in the Hazara District. At Takht-i-Bahi under the direction of the Officiating Superintendent, some minor repairs and underpinning were carried out in the monastic quadrangle and one chapel was repaired in Courtyard T. VI.* Later, in accordance with a conservation note prepared in January 1921, the dangerously overhanging wall in Court T. XIX was dismantled and re-erected. The area north of the entrance to the covered way and west of the Court XX has been levelled and drained, and stone pitching placed at the foot of the revetment as protection against the water which falls from the upper Courts IX and XX. The south wall of Court IX still remains to be similarly treated as a damp patch is visible in that revetment. The pathway up the south face of the hill has also been improved in various places, rendering the site more easily accessible. The work which has been carried out at intervals since 1907 on this site has resulted in the clearance of a large part of the monastic centre and the monument, as now revealed, is most impressive, and particularly so when viewed from the ridges to the east and west. Nevertheless the cleared section is but a fraction of the whole site and the monuments on the parallel ridges to the east and west still await exploration and their clearance and conservation will provide work for many years. Jamalgarhi site was excavated in March-April 1873 and the work has been briefly described by Lieutenant Crompton, R. E., in the Supplement to the *Government Gazette*, Punjab, February 12th, 1874, and the monument itself by Cunningham, *Archæological Survey Report*, Volume V, pages 46 to 53. Except for some minor works, nothing has been undertaken at this site for nearly fifty years and, in the meantime, the remains have suffered greatly from the depredations of villagers. The monument, which is of the greatest possible interest, has been declared a protected monument, under Government of the North-West Frontier Province, Notification No. 7455-G. of 25th August 1920, and its clearance and conservation have now been taken in hand and will be carried to completion. The former excavations were undertaken principally with the idea of recovering sculptures, and it cannot but be confessed might have been better carried out.

Ancient Monuments Preservation Act.

203. Seven monuments were brought under the operations of the Act, namely Jamalgarhi, the rock inscription of Asoka at Shahbazgarhi, the Bala Hisar mound at Charsadda, the ruins of Tareli near Sawaldher, the cave near Babuzai, known as the Kashmir Smas, the stone circle at Asota, and the fort at Hund on the Indus.

Exploration and Research.

204. During the progress of clearing the Jamalgarhi monument, numerous fragmentary sculptures and a number of coins including four well-preserved silver coins of the Little Kushans were recovered.

Treasure-trove.

205. No case of treasure-trove was reported during the year.

* See plan 1, *Archæological Survey, Frontier Circle*, 1911-12.

# CHAPTER IX.

# MISCELLANEOUS.

## 1. Ecclesiastical Jurisdiction.

**Church of England.**

206. The North-West Frontier Province is, with the Punjab, Baluchistan, Sind and Delhi, included in the See of Lahore, which was created by Royal Letters Patent in December 1877, formerly having been included in the Diocese of Calcutta. The Right Reverend T. V. French, D.D., was the first Bishop, and was succeeded on his resignation in 1887, by the Hon'ble Henry James Mathew, D D., Archdeacon of Lahore. Bishop Mathew died in 1898, and the Reverend G. A. Lefroy, D.D., formerly head of the Cambridge Mission, Delhi, was consecrated Bishop on the 1st November 1898. Dr. Lefroy was translated to the Metropolitan See of Calcutta in 1913, and was succeeded by the present Bishop, Dr. Henry Bickersteth Durrant, late of St. John's College, Agra. Like all other Indian Sees, Lahore is subject to the authority of the Bishop of Calcutta as Metropolitan. By authorization of the Letters Patent, as they originally stood, an Archdeacon is appointed by the Bishop from among the Senior Chaplains, while in accordance with a modification in the terms of those Letters which received the Royal approval in 1910, the Bishop has now also the right to appoint a second Archdeacon to assist him in supervising the Indian and Missionary Church work of the Diocese, such Archdeacon to be chosen either from the Indian Priests or the Missionaries of the Diocese. Chaplains on the Bengal (Lahore) Ecclesiastical Establishment are posted at the following stations:— Abbottabad, Nowshera, Risalpur, Peshawar and Derajat. Two Chaplains are usually placed in charge of the Military camps lying between Dungagali and Murree for the hot weather.

**Church of Scotland.**

207. The North-West Frontier Province belongs to the Presbytery of the Punjab and North-West Frontier Province, with Chamba and Jammu. There were no Chaplains of the Church of Scotland stationed in this Province till July 1920, but the Reverend G. C. Macpherson, O.B.E., B.D., who was stationed in Rawalpindi, visited Cherat, Nowshera and Peshawar. In July 1920 the Reverend J. Bell, L.L.B., Chaplain, attached to the Cameronians, was stationed in Kohat and subsequently was transferred with his Regiment to Parachinar, where he served till the end of the official year 1920-21.

**Roman Catholic Church.**

208. The district of Dera Ismail Khan is included in the Diocese of Lahore, formed in 1880 as a Vicariate, and in 1886 constituted as a Diocese. The rest of the Province, together with the trans-frontier tracts and Kashmir, belongs to the Prefecture Apostolic of Kafiristan and Kashmir, and was constituted a separate ecclesiastical charge in 1887 with Rawalpindi as head-quarters. The Prefect Apostolic appoints military Chaplains to the following stations:— Peshawar, Risalpur, Nowshera, Cherat and the Gallis, with an additional Chaplain during the summer for the military camps near Murree.

## 2. Ecclesiastical.

**Church Missionary Society.**

209. The work of this society is carried on at Peshawar, Dera Ismail Khan and Bannu. The staff consists of 12 missionaries, of whom 3 are clergy and 4 doctors. A hospital and high school are maintained at each centre In addition there is a College at Peshawar, and district dispensaries are located at Karak, Thal and Tank. Tank is closed at present owing to the recent military operations.

**Church of England Zenana Mission.**

210. This society works in co-ordination with the Church Missionary Society, and has hospitals for women at Peshawar and Dera Ismail Khan and schools for girls at Peshawar. The staff included two qualified women doctors. The Zenana hospitals at Dera Ismail Khan and Peshawar are at present closed, the latter having been compulsorily acquired by Government.

## 3. Civil Veterinary Department.

[ For further details see the Provincial Report of the Civil Veterinary Department for the year ending 31st March 1921. ]

**Establishment.**

211. There were no important changes during the year.

**Diseases and their treatment.**

212. During the year 4,332 cases of contagious disease were reported, of which 1,067 proved fatal, compared with 30,090 cases and 3,037 deaths during the preceding year. There can be no doubt, the defects previously noticed in the system of reporting diseases continue unabated and there is probably considerable loss of cattle that might be mitigated by prompt reports to the Veterinary Staff. In 8 cases of Glanders reported diagnosis was confirmed and the animals were destroyed. Glanders continues to be prevalent but the tracing of cases is greatly hampered by the elaborate precautions taken by owners to evade detection. While only 40 cases of Surra were reported, this disease is undoubtedly widely prevalent in the Province and causes great damage among horses. Lectures were given in the villages as to the methods to be adopted to preserve horses from infection. It is satisfactory to notice a decrease of approximately 75 per cent. in deaths from Rinderpest during the year. Inoculations were again freely carried out against Rinderpest and Hæmorrhagic Septicæmia.

**Breeding operations.**

213. There were 16 horse and 17 donkey stallions at the close of the year. One thorough-bred stallion was purchased from Calcutta for the Peshawar District. Four country-bred donkey stallions were purchased from the Hissar Farm. One Arab horse stallion and 1 donkey stallion died, while 2 donkey stallions were stolen by raiders from Serai Naurang. Replacement of deficient stallions will be made as funds become available.

**Cattle breeding.**

214. Cattle-breeding continues to make satisfactory progress, although Zamindars were reluctant to maintain bulls during the year owing to the serious general shortage of fodder. At the close of the year 54 bulls belonging to local bodies were at work as compared with 38 last year. There were 19 additions and 3 casualties. The stock of the Dhanni bulls recently purchased, as seen at the various fairs, was distinctly promising, and agriculturists are beginning to evince a practical interest in breeding by bringing unsuitable bulls to Veterinary Assistants for castration.

**Sheep-breeding.**

215. Attempts were made during the year to obtain more suitable rams for breeding purposes, especially Marino rams for the Kaghan Valley. The prices asked in Australia and New Zealand were prohibitive and it is now proposed to obtain suitable animals in India.

## 4. Stationery.

216. For the financial year ending 31st March 1921 the value of stationery issued to offices and private presses was Rs. 28,889 as against Rs. 29,080 in the preceding year.

## 5. North-West Frontier Province Government Press.

[ Further particulars will be found in the Provincial Report on the working of the North-West Frontier Province Government Press for the year ending 31st March 1921.]

**Establishment.**

217. Work in the Press continued to be seriously retarded by deficiencies in the composing establishment which remained at about half the sanctioned strength, in spite of increased rates of pay. The year's outturn of work nevertheless showed satisfactory increase on the figures for the previous year.

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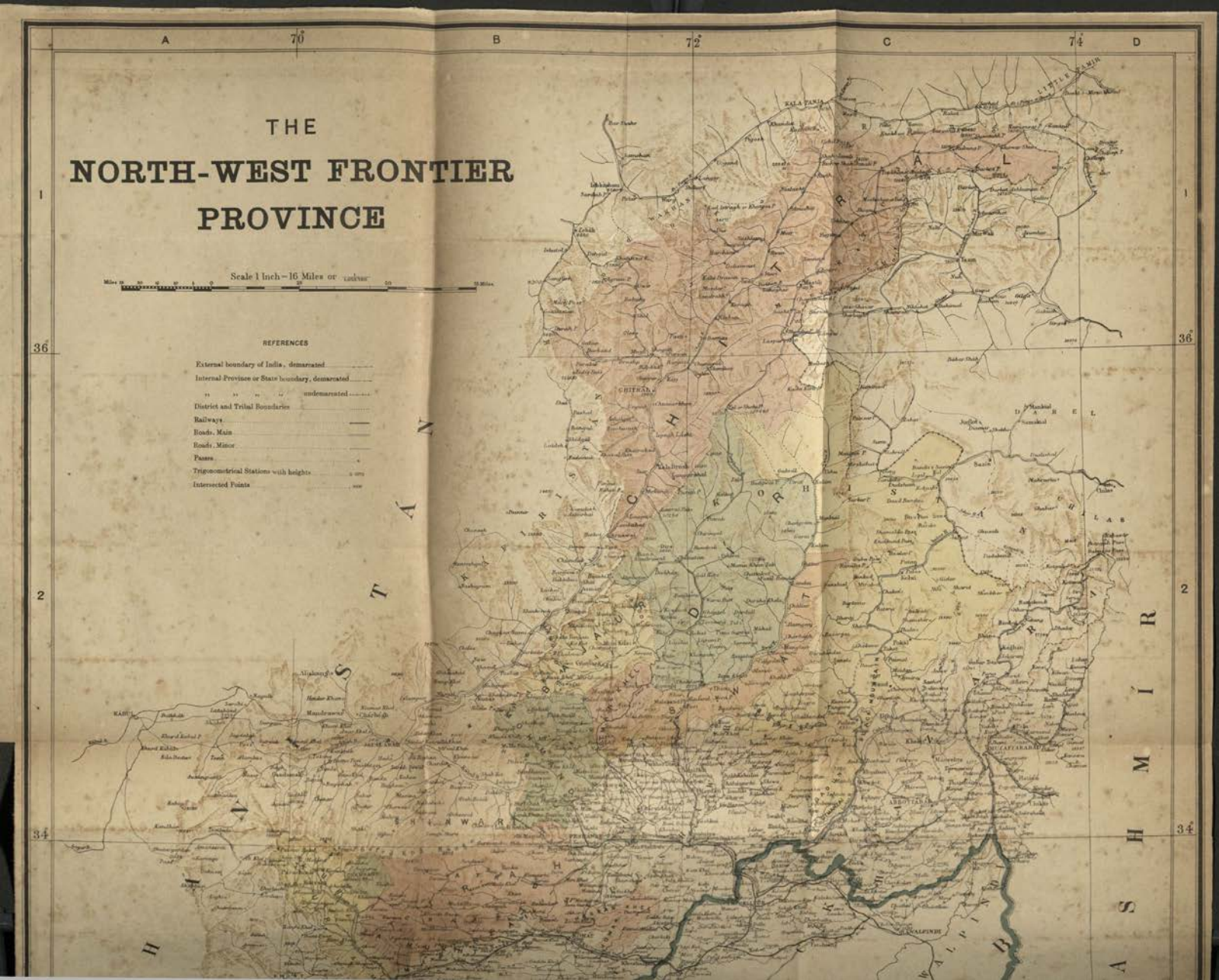
THE
NORTH-WEST FRONTIER
PROVINCE
Scale 1 Inch = 16 Miles or
REFERENCES
External boundary of India, demarcated
Internal Province or State boundary, demarcated
" " " " undemarcated
District and Tribal Boundaries
Railways
Roads, Main
Roads, Minor
Passes
Trigonometrical Stations with heights
Intersected Points
A
B
C
D
70°
72°
74°
36°
34°
1
2
CHITRAL
KABUL
MUZAFFARABAD
ABBOTTABAD
RAWALPINDI
KALA TANIA
LITTLE TAMIR
DAHEL
CHILAS
KOHISTAN
SHINWARI
ASHMÍR

Published under the direction of Colonel H. G. C. Gore, C.S.I., R.E., Surveyor General of India.
June 1903.

Corrected up to 1903.

NOTE.—The Longitudes are referrible to the Greenwich Meridian, taking that of Madras Observatory as 80° 17′ 21″ East. They require a correction of —2′ 27″ to make them accord with the most recent value of the Geodetic Longitude of that Observatory, viz., 80° 14′ 54″.

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OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

1921-22.

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# ADMINISTRATION REPORT

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FOR

## 1921-22

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

**1921-22.**

# PART I.

## GENERAL SUMMARY.

Frontier Affairs.

1. The Border Administration Report for last year showed that considerable progress had been made in the task of pacifying the tribes after the widely spread disturbances following upon the Third Afghan War. Of the Afridis all sections except the Bazar Zakha Khel had made complete settlement and were co-operating in the construction of the Khyber Railway, while the Afridi *Khassadars* had limited the activities of Zakha Khel and Shinwari raiding gangs in the Peshawar District. In Waziristan the great majority of the Mahsuds had settled with us and had been freed from blockade, as had the Sherannis and most of the Tochi Wazir sections. The presence of our Mission in Kabul tended to cool the hostility of those sections who had been wont to look to Afghanistan for support in their activities against Government. On the other hand the delay in its return to India, and the constant rumours of its failure to bring about an agreement, encouraged them to hold out against compliance with our terms in expectation that a final rupture to be followed in all probability by further hostilities with Afghanistan, would deprive us of the power of enforcing them. Our relations with the Kohat Pass Afridis, the Orakzai and the tribes of the Kurram Agency had for some time been on a satisfactory footing. Among the Wana Wazirs intrigue by foreign adventures was the main unsettling factor throughout the year. Progress towards settlement was disappointingly slow, and matters were complicated by our decision to withdraw our troops from Wana and to replace them by Local *Khassadars*. By the beginning of 1921 the situation temporarily cleared, but a serious relapse occurred in February when the receipt and immediate distribution of fresh supplies of money and ammunition by Haji Abdur Razzaq rekindled in the tribesmen the belief that assistance was at hand and inspired them afresh with the hope of evading compliance with our terms. Raiding, in which friendlies also participated, rapidly increased, and the reaction culminated in an attack in force on a convoy between Spin and Khajuri on the 11th March. In the Tochi the improvement was clearly marked. In December a column had reoccupied Datta Khel, to the undisguised relief of the clans concerned, and in March it was found possible to withdraw the troops, who were replaced by a detachment of the Tochi Scouts. Since then a corps of *Khassadars*, recruited from all the important sections, with the exception of the Kabul Khel, has assisted in the duties of guarding communications and has in more than one conflict with raiding gangs justified its existence. The stabilizing of our relations with Afghanistan and the reoccupation of Datta Khel have in large measure reassured the tribes as to Government's intention to retain political control of the Tochi and the attitude of all sections of the Tochi Wazirs accordingly

showed a marked improvement at the end of the year. In Dasr our administration has been restored to the full extent exercised prior to the disturbances of 1919, and no difficulties have lately been experienced in the collection of revenue. In regard to the Black Mountain and neighbouring tribes there is nothing of interest to record. In the Peshawar area there was a marked decline in frontier offences, the aggregate for the year being 15 as against a total of 57 in the previous year. The behaviour of the Mohmands was exemplary.

**Frontier Militia Corps, etc.**

2. The discipline of all Corps was maintained at a high level throughout the year in spite, in many cases, of the unsettling effect of the prolonged uncertainty as to their fate under the new scheme of revision. Not a single man deserted with his rifle during the year. The South Waziristan Militia was disbanded in July 1921 and the Mohmand Militia in February 1922, a combined nucleus of both these corps being transferred to the new Southern Waziristan Scouts which took the place of the former. The general conduct of the Frontier Constabulary has been excellent. The strength was reduced by four Companies during the year, the Southern Waziristan Constabulary having been demobilised and one Company having been reduced on the inauguration of the Levy Scheme in the Bannu District. On the other hand the Mohmand border was taken over from the Mohmand Militia, which Corps was disbanded and replaced by the new Mohmand Frontier Constabulary. In connection with the campaign against border offenders the consistent good work of the Levies in the Kohat District deserves special mention. This force, consisting originally of 1,000 villagers recruited from the villages along the northern and western borders of the Kohat District and containing a small trans-border element, was raised as a special measure in 1920 to counter the depredations of Afridi, Orakzai and Wazir raiding gangs whose operations at that time extended throughout the district. During its short history the Corps has participated in a number of important engagements and has contributed very greatly to the peace and security of this tract. During the year under review 120 raiders, outlaws, gun-runners and other offenders were captured or killed as the result of its efforts. Owing to the recent improved condition in the tribal areas concerned, the strength of the Corps was reduced in 1922 to 325 men. The District Levy system has since been extended to the Bannu District.

**Condition of the people.**

3. The condition of the agricultural population has greatly improved as a result of the excellent harvests of the year under report, and the manner in which the sturdy peasantry of the Province has responded to the last few years of famine and adversity is a striking proof of their hardiness and ability to withstand misfortunes. The wages of agricultural labourers, however, continued to be high as a result of the high cost of living. The demand for unskilled labour was also keen and a casual labourer was able to earn between Re. 0-12-0 to Re. 1 per day. In the Bannu District owing to the effects of the last years of drought, the Zamindars had fallen heavily into debt, and in spite of the fact that both harvests during the year were good, they have not yet quite recovered their losses. In fact some portion of the agricultural population was forced to resort to daily labour for a living.

**Realization of the revenue.**

4. The fixed revenue collections amounted to 77·1 of the total demand as against 93·4 last year. The collections on account of Fluctuating Land Revenue were Rs. 68,532 as against Rs. 1,64,386 last year. The large decrease of Rs. 95,854 in fluctuating land revenue is mainly confined to Dera Ismail Khan District where cultivation depends so much on the hill torrents and minor canals and where a fluctuating system of revenue exists througout the District.

**Police and Crime.**

5. The report under review covers a year which the Inspector-General of Police is disposed to regard as one of transition between a period of unequalled stress and a reversion to the more normal conditions that preceded it. The sinister influences of the Afghan War with its accompanying border disturbance, political agitation culminating in the *hijrat* movement and the adverse after-effects of the Great War upon the social fabric which have together been responsible for an unprecedented rise in crime during the past few years, show definite signs of declining force and indications are to be found in the results of the year's working upon which to base an optimistic prognosis for the future.

**Jails.**

6. There was an increase of 290 in the daily average number of all classes of prisoners confined in the Jails and Judicial lock-ups in the Province, and the total admissions for the year numbered 14,581 against 12,279 in 1920. The increase resulted in serious overcrowding in all the jails and some of the lock-ups. The number of juvenile convicts under the age of 16 was 31 as compared with only 10 in the preceding year. Of these 6 were sent to the Reformatory School at Delhi, while 18 were released and 7 remained in jail at the end of the year.

**Civil Justice.**

7. The total number of regular suits before the Courts for disposal was 29,782 as compared with 31,176 in the preceding year. The percentage of disposals was the same as last year (89), leaving a pending file of 3,224, of which 230 were pending over three months. In Peshawar and Dera Ismail Khan the pending file rose by 104 and 53 cases, respectively.

**Registration.**

8. The total number of compulsory instruments affecting immovable property registered during the year was 14,448 as compared with 13,329 in the preceding year, an increase of 1,119 or about 8·5 per cent. and the increase occurred under all classes of documents.

**Municipal administration and working of District Boards.**

9. The remarks in paragraph 10 of the last year's District Board Report, regarding the unsatisfactory financial condition of the Boards, apply equally to this year. There is a further drop of Rs. 36,392 in the closing balance of the Boards. Without the aid of the Government grants the Boards are unable to meet their commitments on Education, or on Veterinary and Medical Establishments. On the other hand these grants may have to be considerably curtailed owing to the financial difficulties, in which Government itself is involved. The extra grant for Veterinary expenditure, which was anticipated in the last year's report, has not materialized for this very reason. The time has arrived, therefore, when local bodies must take serious stock of the financial situation and introduce drastic measures to effect economy. Much could be done, it is felt, by sub-committees appointed thoroughly to overhaul the items of expenditure under the different heads and to suggest economies, specially in regard to the menial staff and contingencies. The new members, who have been appointed on some of the Boards to replace the old and apathetic ones, should be specially useful for the purpose. The Boards will also have to consider the possibility of increasing revenue by extra taxation, whatever the resultant odium to the members may be.

**Weather and Crops.**

10. The rainfall during the month of May 1921 was much below the average throughout the Province. In the Peshawar and Dera Ismail Khan districts and the Tochi Agency no rain was received at all. In June it was again below the normal except in the Tochi. The Peshawar District again had no rain during this month. The month of July, however, heralded the end of the trying period of drought. During this month good and fairly well distributed rain fell, which, though on the whole below the average throughout the Province, led to extensive sowings both on irrigated and unirrigated lands,

especially on the latter. In August the rainfall was above the normal in Bannu and Dera Ismail Khan and in the two agencies and a little below average elsewhere. The September rains were above the normal in all the districts and agencies except in Peshawar and Dera Ismail Khan, where practically no rain fell during this month resulting in a large failure of sown crops. The monsoon rains were on the whole timely and sufficient in all districts and enabled cultivators to prepare a large area for the rabi sowings. Local falls of rain followed in October and November and benefited sowings, while the copious rainfall throughout the Province in December led to a further extension of sowings. In January 1922 the rainfall was generally below average; but the well distributed rain which fell in February and March 1922 greatly benefited the standing crops.

**Forests.**

11. The time has now passed when the Forest Department can expect to finance the essential development of its property out of revenue. Loans or special capital accounts will have to be started if the forest property is to be worked to full capacity in the interests of the general revenues of the country. Trade depression cannot last for ever and a little patience will show that the policy of departmental working introduced into Hazara a few years ago was the right policy, guaranteeing the highest return to the Government from the working of its forests.

**External Land Trade.**

12. A general review of the External Land Trade of the North-West Frontier Province, with the countries on its border, for the triennium ending 1921-22 indicates a general falling off in exports as compared with the figures for the previous three years. Extensive and extended military operations on the Frontier were undertaken during the greater part of the period in question. Disturbed conditions prevailed in Bokhara due to Bolshevik propaganda and this has told heavily on the Peshawar trade to Central India. Political unrest culminating in the *hijrat* movement was evident within the Province itself. Enhanced tariff and customs duties were imposed by the Afghan Government. Both the cis and trans-border tracts suffered from acute economic distress due to a general drought followed by a severe epidemic of cholera.

**Irrigation.**

13. The areas irrigated and matured amounted to 439,265 acres and 424,889 acres respectively as compared with 360,940 and 348,228 last year. The total irrigated area showed an increase of 78,325 acres. The net revenue amounted to Rs. 5,03,637 as against Rs. 2,33,977 in the previous year.

**Excise and Opium.**

14. During the early part of the year under report an abnormal fall in sales took place owing to the enhancements in duties subsequently made, resulting in petitions from the contractors for a reduction in license fees on the reasonable ground that the increased duties had not been announced at the time of the auctions. They were eventually granted a remission of Rs. 94,603, of which Rs. 81,730 were remitted from the license fees which were due and Rs. 12,873 were paid by way of refunds. The actual gross revenue realized during the year under report, therefore, amounted to Rs. 9,12,685 against Rs. 10,87,454, in the preceding year, a decrease of Rs. 1,74,769 which is visible under all heads and in all districts. The expenditure rose from Rs. 41,955 to Rs. 53,424. The latter amount, however, includes the sum of Rs. 12,873 refunded to contractors as indicated above. The genuine expenditure of the year under review was, therefore, Rs. 40,551.

**Sanitation and Medical.**

15. The Sanitary Administration Report for the year shows a set-back in the general health of the Province except in the case of the Dera Ismail Khan District. There was a total decrease of 2,668 births as compared with the previous year and an increase of 19,763 deaths, the adverse variation being shared by all districts except the last named.

Eleven new dispensaries were opened during the year and the number of out-patients rose from 655,265 to 750,342. The number of in-patients also shows a satisfactory rise; but it is still disappointingly low and this result is mainly due to the inadequacy of funds for the dieting of patients and to the exposed position of some of the hospital buildings. It is hoped that the latter influence will tend to decrease as political conditions become more settled. A further cause is to be found in the natural prejudice of the village population against European methods of treatment, which is slow to disappear.

Vaccination.

15. With the same establishment as that maintained in the previous year the number of vaccinations performed during the year under review dropped from 116,167 to 100,219. This falling off is ascribed to increasing discontent with the rates of pay during the first half of the year, to epidemics of Cholera and Malarial fever and to a decreased birth-rate.

Education.

16. The number of scholars attending public schools decreased, under the influence of the non-co-operation movement, from 42,637 in the year 1918-19 to 41,317 in the year 1919-20, the year of the initiation of this movement. The sound sense of pupils and parents, and the tactful and efficient vigilance of Inspectors and Head Masters, however, prevented the doctrines of non-co-operation from gaining any real hold. The ground lost in the year 1919-20 was soon made up, and the number on the rolls of public schools rose to 45,770 in the year 1920-21, and to 49,395 in the year 1921-22. A new system of education was initiated by the non-co-operators. A few "national" schools were started and a number of boys withdrawn from some of the public schools. The number of such schools in the year 1920-21 was 6, which was reduced to 3 in the year 1921-22. No regular scheme of instruction is followed in these schools. The youths who are misled into joining them are abandoned to an irregular training in no more fruitful vocation than discontent. The schools lack purpose and support, and they probably will disappear.

# PART II.

# CHAPTER I.

# PHYSICAL AND POLITICAL GEOGRAPHY.

## PHYSICAL FEATURES OF THE COUNTRY; AREA, CLIMATE AND CHIEF STAPLES.

Position and boundaries.

THE North-West Frontier Province lies between the parallels of 31° 4′ and 36° 57′ north latitude and 69° 16′ and 74° 7′ east longitude. The extreme length between the parallels of the Province is 408 miles and the extreme breadth between meridians 279 miles. The approximate area of the Province is 38,665 square miles, of which 13,193 square miles are British territory, and the remaining area held by tribes under the political control of the Agent to the Governor-General. As is shown by its name, the Province is situated on the north-west frontier of the Indian Empire. On the north it is shut off from the Pamirs by the mountains of the Hindu Kush. To the south it is bounded by Baluchistan and the Dera Ghazi Khan District of the Punjab, on the east by the territories of His Highness the Maharaja of Kashmir and by the Punjab, and on the west by Afghanistan.

Natural features and scenery.

2. The territories of the North-West Frontier Province fall naturally into three geographical groups, namely—(1) the cis-Indus district of Hazara, (2) the comparatively narrow strip between the Indus and the hills constituting the settled districts of Peshawar, Kohat, Bannu and Dera Ismail Khan, and (3) the rugged mountainous region between these districts and the borders of Afghanistan.

(1) The district of Hazara forms a wedge extending north-eastwards far into the outer Himalayan Range, and tapering to a narrow point at the head of the Kagan Valley. The mountain chains which form the Kagan defile sweep southward into the broader portion of the district, throwing off well-wooded spurs which break up the country into numerous isolated glens. Towards the base of the wedge on the confines of the Rawalpindi District the hills open out, and rich plain lands take the place of the terraced hill sides and forests of the northern uplands.

(2) The tract between the Indus and the hills consists of a series of three plains, *viz.* Peshawar, Bannu and Dera Ismail Khan, divided one from the other by the low hills of Kohat and by the off-shoots of the Salt Range. The vale of Peshawar is for the most part highly irrigated and well wooded, presenting in the spring and autumn a picture of waving corn lands and smiling orchards framed by rugged hills. Adjoining Peshawar, and separated from it by the Jawaki hills, lies the district of Kohat, a rough hilly tract intersected by narrow valleys. The largest of these runs the whole length of the district from Khushalgarh on the Indus to Thal on the Kurram, narrowing in places to a rocky gorge, and again opening out into wide corn lands and pastures dotted with the dwarf palm. This district affords striking contrasts of scenery from the sheltered cornfields of Miranzai to the barren desolation of the salt mines. The south spurs of the Kohat hills gradually subside into the Bannu plain. Where irrigated from the Kurram River — especially round Bannu itself — this tract is of unsurpassed fertility, and appears to the traveller, wearied with the harsh desolation of the Kohat hills, a very oasis in the desert. But beyond the sphere of irrigation, where the land is dependent on the rainfall, rough stony ground broken by great fissures cut by flood-water from the hills stretches south and westwards to the border. To the east, however, this gives way to the broad level plain of Marwat, which in favourable years presents a uniform expanse of rich cultivation extending from Lakki to the base of the Sheikh Budin hills. A broken range of sandstone and conglomerate thrown westward from the spurs

PHYSICAL AND POLITICAL GEOGRAPHY.

of Sheikh Budin divides the Bannu plain from the *daman* or plain land of Dera Ismail Khan. This *daman* is for the most part a clay desert formed by the deposits of the torrents issuing from the Sulaiman Range on the west. It, therefore, possesses great natural fertility, and in years of good rain bears abundant grass crops, and where the hill torrents have been turned to account oases of rich cultivation break the bare grey waste.

(3) Turning to the mountainous region between the settled districts and Afghanistan, to the extreme north lies the Agency of Dir, Swat and Chitral. Chitral itself consists for the most part of bare treeless mountains. Below Chitral are found the thickly-timbered forests of Dir and Bajaur and the fertile valleys of the Panjkora and Swat rivers. Between this Agency and the Khyber lie the Mohmand hills, under the political control of Peshawar — a rough rocky country, but with a considerable area of cultivated land in the valleys. The Khyber itself is a narrow pass leading westward from Jamrud on the Peshawar border to Landi Khana on the confines of His Majesty the Amir's territory. It is little more than a narrow gorge most of the way, with some scanty attempts at cultivation here and there. West and south-west of the Khyber again comes the country of the Afridis and of the Orakzais. The boundary of the Province here follows the line of the Safed Koh which flanks the Kurram Valley. Dotted with towered hamlets and stately "Chinar" groves, this fertile tract, watered by the Kurram River, runs back from the Peiwar Kotal below the great peak of Sika Ram (or Si Karam) to the head of the Miranzai Valley of the Kohat District. South again of the Kurram lie the disorderly congeries of the Waziri hills, intersected by the Tochi Valley on the north and the gorges that lead to the Wana plain on the south. These inhospitable hills are for the most part barren and treeless. But here and there, as in the Kaitu Valley in Northern Waziristan and round Kaniguram in the south, they open out into fertile and well irrigated dales. In places too, as for instance round Shawal, the summer grazing-ground of the Darwesh Khel, and the slopes of Pir Gul, fine forests are to be found. The valleys of the Tochi and Wana, in which the actual Protectorates are situate, are both fertile, but are very different in character. The former is a long narrow valley, more like the Kurram vale, with a rich fringe of cultivation bordering the river that waters it: the latter is a wide open alluvial plain cultivated only on the one side, and for the rest rough stony waste. Here in the Wana Agency the Waziri hills may be said to converge into and become part of the Sulaiman Range, which culminates in the famous Takht-i-Sulaiman in the Largha Sherani country, a political dependency of the Dera Ismail Khan District. This mountain, which presents perhaps the grandest precipitous scenery on the frontier, forms the barrier between the North-West Frontier Province and the Baluchistan Agency.

Mountain systems.

3. The mountains of the Hindu Kush running from east to west form the northern boundary of the Province, and are met at the north-east corner of the Chitral Agency by the continuation of the outer chain of the Himalayas after it crosses the Indus above the Kagan Valley. From this chain minor ranges run in a south-westerly direction the whole length of Bajaur and Swat till they meet the curved range of hills which shut in the Peshawar plain on the north and connect the extremities of the mid-Himalayas with the Safed Koh. The outer and mid-Himalayas meet on the banks of the Indus in a confused mass of mountains, among which the Hazara District lies, and from which the mountainous walls which enclose the Kagan Valley run in an unbroken line to where the Indus pierces the west Himalaya Range at the foot of Nanga Parbat. The ranges of the Safed Koh flank the Kurram Valley and terminate in the Khyber hills, which form the western boundary of the Peshawar District. The Sulaiman Range runs up the western border of the Province to meet the Safed Koh. To the east it throws out a series of parallel spurs which cover the whole of the Kohat District. The Salt Range crosses the Indus in the Mianwali Tahsil of the Punjab, and forms the boundary between Bannu and Dera Ismail Khan, merging eventually in the Sulaiman Range.

The following table shows the principal peaks with their elevation :—

*Principal peaks and their elevation.*

| Range. | Name. | Elevation. | Situation. |
|---|---|---|---|
| | | Feet. | |
| Sulaiman ... ... | Takht-i-Sulaiman ... | 11,293 | Sherani Sub-Division of Dera Ismail Khan. |
| Do. ... ... | Pir Ghal ... ... | 11,583 | Mahsud, Waziristan. |
| Salt Range ... ... | Sheikh Budin ... ... | 4,516 | Border of Bannu and Dera Ismail Khan. |
| Safed Koh ... ... | Sika Ram ... ... | 15,621 | Kurram Agency. |
| Himalayas ... ... | Kagan Peaks ... ... | 10,000 to 16,700 | Hazara District. |
| Hindu Kush ... ... | Istragh Peak ... ... | 18,900 | Northern border of Chitral Agency. |
| Ditto ... ... | Kachin Peak ... ... | 22,641 | |
| Ditto ... ... | Tirich Mir ... ... | 25,426 | |

**Rivers.**

4. With the exception of the Kunar River, which flows down the Kagan Valley to the Jhelum, the whole drainage of the Province eventually finds its way into the Indus. The Indus enters the Province between tribal territory and the Hazara District. After leaving Hazara it flows in a southerly direction between the Punjab and the North-West Frontier Province till it enters the Mianwali District of the Punjab, from which it emerges to form once more the eastern boundary of the Province. From the east it is fed by the Unar, the Siran, the Dor and the Harroh rivers of the Hazara District. At Attock the Kabul River brings down to the Indus the whole drainage of Kafiristan, Chitral, Panjkora, Swat and the Peshawar District. The Kabul River after a course of about 250 miles enters the Province at Warsak. Its chief tributaries from British territory are the Kunar River, which runs through Chitral from its source in the Hindu Kush, and after entering Afghanistan joins the Kabul River near Jalalabad: the Swat River, which rises in the hills north-east of Buner, and after being joined by the Panjkora River enters the Kabul River at Nisatta: and the Bara River, which carries the drainage of Tirah and empties itself into the Kabul River east of Peshawar.

The Kurram River rises in the southern slopes of the Safed Koh, and, after leaving the Kurram Valley, passes through the Waziri hills and enters the Bannu District. Three miles below Lakki it is joined by the Tochi or Gambila, which carries the drainage of North Waziristan. The Kurram then empties itself into the Indus. From this point till it leaves the Province the Indus receives no tributary of any importance.

**Crops.**

5. The principal crops are — in the cold weather, maize and bajra: in the spring, wheat, barley and gram. Rice and sugarcane are largely grown on the irrigated lands of the Hazara, Peshawar and Bannu districts, and the well and canal irrigated tracts of the Peshawar District produce fine crops of cotton and tobacco. In the trans-border Agencies the valleys of the Swat, Kurram and Tochi rivers yield abundant rice crops.

**Climate and rainfall.**

6. The North-West Frontier Province with connected Agencies extends from the Baroghil Pass in the north to the borders of Dera Ghazi Khan in the south, and covers about 6° of latitude. It is mainly a mountainous region, but includes the Peshawar Valley and the broad riverain tract of the Indus in the Dera Ismail Khan District. The climatic conditions are hence extremely diversified. The Dera Ismail Khan District is one of the hottest areas in the Indian continent, while over the mountain region to the north the weather is temperate in the summer and intensely cold in winter. The air is generally dry, and hence the daily and annual range of temperature is frequently very large.

Rainfall.

7. There are two seasons of rainfall over the Province, — one the monsoon season, when supplies of moisture are brought up by the sea winds from the Arabian Sea and the Bay of Bengal; the second the winter season, when storms advancing eastward from Mesopotamia, Persia and the Caspian districts occasion winds, widespread rain and snowfall. Both sources of supply are precarious, and instances are not infrequent of the almost entire failure of the winter or summer rainfall. The following table shows the rainfall according to the most recent statistics of the two seasons of the year :—

| District or Agency. | Station. | Total average rainfall May to October. | Total average rainfall November to April. | Annual total. |
|---|---|---|---|---|
| | | Inches. | Inches. | Inches. |
| Chitral ... ... | Chitral ... ... | 1·96 | 12·04 | 14·00 |
| Peshawar ... ... | Peshawar ... ... | 2·54 | 8·81 | 11·35 |
| Kurram ... ... | Parachinar ... ... | 20·73 | 15·64 | 36·37 |
| Hazara ... ... | Abbottabad ... ... | 28·00 | 18·04 | 46·04 |
| Kohat ... ... | Kohat ... ... | 6·97 | 8·60 | 15·57 |
| Bannu ... ... | Bannu ... ... | 7·59 | 5·41 | 13·00 |
| Dera Ismail Khan ... | Dera Ismail Khan ... | 10·83 | 3·99 | 14·82 |

Temperature and climate.

8. The only places for which mean monthly temperature values are available are the hill stations of Cherat, Drosh and Parachinar, the valley station of Peshawar, and the riverain station of Dera Ismail Khan. The following table gives monthly normals for these five places :—

| Station. | Normal mean monthly temperature. | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | January. | February. | March. | April. | May. | June. | July. | August. | September. | October. | November. | December. |
| | ° | ° | ° | ° | ° | ° | ° | ° | ° | ° | ° | ° |
| Cherat ... ... | 44·4 | 46·3 | 53·6 | 63·8 | 76·5 | 83·3 | 80·4 | 78·0 | 74·9 | 67·5 | 57·6 | 48·1 |
| Peshawar ... ... | 51·3 | 54·3 | 63·2 | 72·7 | 84·3 | 91·9 | 91·7 | 88·8 | 83·3 | 73·3 | 61·4 | 52·8 |
| Dera Ismail Khan ... | 54·5 | 58·1 | 68·5 | 79·0 | 89·3 | 94·7 | 93·0 | 91·0 | 87·5 | 77·5 | 65·1 | 56·1 |
| Drosh ... ... | 39·7 | 41·5 | 48·9 | 58·9 | 70·7 | 80·3 | 84·7 | 83·9 | 76·7 | 65·1 | 54·1 | 43·1 |
| Parachinar (Kurram) ... | 39·8 | 41·2 | 48·7 | 57·1 | 67·7 | 75·9 | 76·7 | 74·9 | 69·9 | 61·7 | 52·2 | 43·3 |

The march of temperature in these stations is generally similar. Temperature is low and approximately uniform between December and February; a brisk rise takes place in March, and a rapid rise between March and April and April and May. The highest temperatures are recorded in June and July; but in August the heat begins to decline. After September temperature falls at an average rate of 8° to 10° per mensem to December. The mean temperature ranges above 90° in June and July at Peshawar and in June, July and August at Dera Ismail Khan. During the winter months the wind is ordinarily from some westerly direction, and the weather fine with cold nights; but at intervals the sky clouds over, the wind changes to the southward, the temperature, particularly at night rises, and a storm advances from the westward. During the passage of the storm the wind is high, and widespread rain and snowfall occur frequently accompanied by thunder and lightning. After the passage of the storm the weather clears more or less suddenly, a north-westerly wind chilled by passing over snow-clad hills sets in, and the temperature at night falls to considerably below the freezing point even at the plain stations of Peshawar and Dera Ismail Khan; while at the hill stations the frost on these occasions is

very severe. These changes occur at intervals during the winter, that is till the end of March. During April and May strong hot westerly winds are experienced, the temperature rises quickly, and, though storms of the cold weather type are not unknown during these months, most of the unsettled weather and rainfall result from local thunder-storms which travel irregularly about the mountain area. Towards the end of June the westerly winds die down, the weather becomes close, damp and steamy, and spasmodic advances of monsoon winds occur, giving occasional heavy downpours of rain, more particularly in the Hazara District. These conditions last — varying according to the strength and extent of the monsoon current in the different seasons— until the middle of September. From that time the weather clears, the temperature falls, and the finest and most settled months in the year are ordinarily October and November, when there is very little rain, and, though the days are hot, the mornings, evenings and nights are cool and pleasant. The following table gives some details of the extremes of temperature experienced during the past ten years:—

| Station. | *Highest maximum in* | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 1912. | 1913. | 1914. | 1915. | 1916. | 1917. | 1918. | 1919. | 1920. | 1921. |
| | ° | ° | ° | ° | ° | ° | ° | ° | ° | ° |
| Cherat ... | 104·2 | 102·4 | 104·9 | 104·3 | 101·6 | 101·2 | 104·8 | 104·6 | 104·0 | 104·5 |
| Peshawar ... | 119·2 | 115·3 | 120·0 | 119·2 | 116·7 | 117·4 | 120·6 | 119·7 | 121·6 | 120·4 |
| Dera Ismail Khan... | 116·9 | 118·1 | 118·1 | 115·3 | 115·8 | 113·7 | 116·6 | 119·2 | 112·0 | 117·8 |
| Drosh ... | 110·1 | 104·4 | 105·5 | 104·7 | 106·3 | 105·5 | 106·3 | 105·5 | 108·1 | 104·1 |
| Parachinar (Kurram) | 99·2 | 97·7 | 93·0 | 101·3 | 92·2 | 96·2 | 99·6 | 100·0 | 99·0 | 101·6 |

| Station. | *Lowest minimum in* | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 1912. | 1913. | 1914. | 1915. | 1916. | 1917. | 1918. | 1919. | 1920. | 1921. |
| | ° | ° | ° | ° | ° | ° | ° | ° | ° | ° |
| Cherat ... | 32·4 | 29·4 | 29·2 | 25·4 | 24·9 | 25·6 | 21·5 | 31·5 | 24·9 | 27·8 |
| Peshawar ... | 32·4 | 30·2 | 32·4 | 28·4 | 31·2 | 28·9 | 30·0 | 29·9 | 30·1 | 33·9 |
| Dera Ismail Khan... | 35·6 | 32·8 | 33·2 | 31·8 | 33·5 | 34·4 | 32·9 | 32·6 | 32·1 | 33·9 |
| Drosh ... | 24·1 | 27·5 | 27·8 | 27·2 | 24·2 | 25·6 | 26·6 | 26·4 | 22·6 | 25·0 |
| Parachinar (Kurram) | 14·1 | 22·6 | 18·9 | 20·1 | 18·6 | 16·1 | 21·1 | 20·3 | 14·5 | 19·9 |

It will be seen that the thermometer rises annually to between 101° and 104° at Cherat; to between 115° and 121° at Peshawar; to between 112° and 119° at Dera Ismail Khan; to between 104° and 110° at Drosh and to between 92° and 101° at Parachinar. Slight frost is recorded every year at the plains stations, while intense frost is experienced on the hills.

## 2. HISTORICAL SUMMARY.

History.

9. It is impossible within the limits of this Report either to trace the history of the territories which make up the North-West Frontier Province before the Pathan occupation, or to discuss the origin of the Pathan nation from the earliest times. The North-West Frontier Province as now constituted may for all practical purposes be described as the country of the Pathans. The true Pathan is apparently of Indian extraction. But around this nucleus have collected many tribes of foreign origin. The whole have now become blended in one nation by long association and intermarriage; the invaders

have adopted the Pashtu language; all alike have accepted Islam, and have invented traditions of common descent which express their present association. For centuries these tribes maintained a position of practical independence in the rugged hills which flank the present kingdom of Afghanistan. In the fifteenth century they began to descend from their mountain fastnesses to settle in the plains. The sixteenth century saw the Pathan tribes established in their present homes. The spirit of independence which has always distinguished them soon brought them into collision with the Moghal empire. In the seventeenth century after a long struggle the settlers in the plains wrested from Aurangzeb terms which left them almost as independent as their brothers in the hills.

The invasion in 1738 of Nadir Shah, who traversed the Province from Peshawar to Dera Ismail Khan, is a landmark in the history of the frontier. From his death to the rise of Ranjit Singh the frontier districts remained an appenage of the Durani empire. Little control was exercised by the rulers of Kabul, and the country was administered by local Chiefs or Afghan Sardars very much as they pleased.

The Sikh conquest.

10. At the beginning of the nineteenth century the Nawabs of Dera Ismail Khan were in possession of that district, and were gradually extending their authority over the Marwat and Bannuchi tribes of Bannu, while Peshawar and Kohat were held by Durani Sardars. The Sikh invasions began in 1818, and from that date to the annexation by the British Government the Sikhs were steadily making themselves masters of the country. In 1818 Dera Ismail Khan surrendered to a Sikh army, and five years later the Sikhs harried the Marwat plain of Bannu. In 1836 all authority was taken from the Dera Ismail Khan Nawabs, and a Sikh Kardar appointed in their place. But it was not till after the First Sikh War that the fort of Bannu was built and the Bannuchis brought under the direct control of the Lahore Durbar by Herbert Edwardes. In 1834, two years after the great Sikh victory over the Afghans at Nowshera, the famous General Hari Singh took possession of Peshawar Fort, and the rule of the Durani Sardars came to an end. At the same time Kohat and Teri were temporarily occupied by Sikh garrisons.

Annexation.

11. By the proclamation of the 29th of March 1849 the frontier districts were annexed by the British Government. For a short time the districts of Peshawar, Kohat and Hazara were under the direct control of the Board of Administration at Lahore, but about 1850 they were formed into a regular division under a Commissioner. Dera Ismail Khan and Bannu, under one Deputy Commissioner, formed part of the Leiah Division till 1861, when two Deputy Commissioners were appointed and both districts were included in the Derajat Division — an arrangement which was maintained until the formation of the North-West Frotier Province. The internal administration differed in no way from the rest of the Punjab. But to maintain the peace of the border a special force — the Punjab Frontier Force — was raised under the direct orders of the Board. It consisted at first of 5 regiments of cavalry, the Corps of Guides, 5 regiments of infantry, 3 light field batteries, 2 garrison batteries, 2 companies of sappers and miners and the Sind Camel Corps. Various changes were made in the composition of the force, which at length in 1886 was removed from the control of the Punjab Government and amalgamated with the regular army.

From annexation to the Mutiny.

12. The years between the annexation and the Mutiny cannot be called years of peace, though no really serious rising took place during that time. The chief events of this period are briefly as follows:—

*Peshawar.*—Along the borders of the Peshawar District from the Swat to the Kabul River the frontier was disturbed by Mohmand marauders led by the Khan of Lalpura.

*Hazara.*—In Hazara a show of military force was found necessary to compel the Sayads of Kagan to pay their revenue; and to avenge the murder of two officers, troops had to be despatched against the Hassanzai settlements on the Black Mountain.

*Derajat.*—On the southern border the misconduct of the Sheranis and Kasranis led to an expedition, in which the principal villages of these tribes were destroyed, and they received a salutary lesson which had a marked effect on their future conduct.

*Kohat.*—In Kohat itself the maintenance and improvement of our lines of communication necessitated punitive measures being taken against the Jawakis, Khataks and Pass Afridis. In the same way a Wazir raid on the Kohat Salt Mines was followed by a counter-raid on the Umarzai section of the tribe. But the most important event in the history of this district was the advance in the direction of Kurram occasioned by the attempts of the Afghan Governor of Kurram to annex Upper Miranzai. The misconduct of the Miranzai people after the British occupation necessitated three Miranzai expeditions between 1851—1856.

Mutiny.

13. The attitude of the people during the Mutiny is the highest tribute that can be paid to the success of the internal administration. In the history of the frontier the interest of the Mutiny years is centred in Peshawar. The Hindustani regiments at Dera Ismail Khan and Kohat were disarmed without difficulty, and troops and levies were hurried away to strengthen the garrison of Peshawar or join the British forces cis-Indus. The situation in Peshawar was very different. The district contained a large native force which proved mutinous to the core. It was very probable that the Amir of Kabul might pour an army through the Khyber. For one crime or another almost every powerful tribe beyond the border was under a blockade. The news of the outbreak was conveyed to Peshawar by telegram. A council of war was at once held and measures adopted to meet the situation. The same night the Guides started on their memorable march to Delhi. On May 21st the 55th Native Infantry rose at Mardan. The majority made good their escape across the Indus, but only to perish after fearful privations at the hands of the hill men of the Hazara border. On the 22nd of May, warned by this example, the authorities of Peshawar disarmed the 24th, 27th and 51st Native Infantry. The effect of this measure was magical. From that date, to quote the words of Herbert Edwardes, "Friends were as thick as summer flies." Pathans not only of Peshawar, but also from across the border, came flocking in to join the newly raised levies. The next few months were not without incident, though the crisis was past. It was soon found necessary to disarm the 10th Irregular Cavalry. On the 28th of August the 51st Native Infantry made an attempt to recover the arms which had been taken from them. A fusilade, commenced on the Peshawar parade ground, ended only at Jamrud with the destruction of the regiment. All this time enemies and fanatics had been at work across the border, but had met with little success. The Khan of Punjtar had made every effort to raise Yusafzai against us. But the capture and burning of the village of Narinji had effectually frustrated his schemes. When the Mutiny was finally suppressed it was clear that the frontier districts had proved to the British Government a source of strength rather than a source of danger.

1857—1877.

14. From 1857 to 1860 the behaviour of the tribes on the northern frontier was fairly satisfactory, but there was considerable unrest on the borders of Waziristan. The wanton murder of an officer and raids by the Kabul Khel Wazirs in 1859 led to an expedition into their settlements, and in 1860 the Mahsuds were punished in consequence of a bold raid on the town of Tank.

During 1863 took place the most serious, up to then, of frontier complications. From pre-annexation days a colony of Hindustani fanatics, the relics of the party of the famous Sayad Ahmad Wahabi, had lived at Sitana on the Indus River. Expelled from Sitana in 1858, they moved to Malka in the Mahaban Range, which flanks the north-east corner of the Peshawar District. Again their fanatical operations necessitated their expulsion. A force of 5,000 men advanced in October 1863 up to the Ambela Pass with the intention of reaching Malka by a circuitous route. A temporary check converted what would have been an easy march to Malka and back into two months' severe fighting in the difficult country at the crest of the pass. By December 1863 all opposition had been overcome, the hostile combination broken up, and Malka destroyed. During the course of the campaign the Mohmands again entered

the Peshawar District, but were easily defeated. The next four years after the Ambela campaign were a period of almost unbroken tranquility on the frontier. In October 1868 peace was again disturbed by the Black Mountain tribes, who attacked the Police post at Oghi in Agror. A punitive force was sent against them. No serious opposition was experienced, and full reparation was exacted. From 1869 to 1877 occasional outrages were committed and clans were coerced by blockade or reprisals, but the affairs are relatively of so unimportant a nature that they do not deserve special notice. It was during these years, however, that the principle of employing Militia or Levies as the first line of border defence obtained recognition. In 1872-73 the frontier Militia of the Derajat Division was reformed, and in 1878 the measures creating a Border Police and Militia were sanctioned for parts of Kohat and Peshawar. It was found that the military machinery was not so well adapted to the purposes of border defence as the more loosely constituted and local organization with which it was to be replaced. The new policy was gradually extended and gave good results for many years until, in fact, it became necessary to remodel it and bring it up to date in 1912.

1877—1887. 15. From 1877 to 1881 the frontier was abnormally disturbed, as it was inevitable that the strained relations of the British Government with the Amir Sher Ali Khan and the war in Afghanistan should re-act upon the frontier tribes. In 1877 it was found that a raid on the Yusafzai border by Bunerwals had been instigated by Ajab Khan, a leading Khan of the Peshawar District. He was hanged, but the affair exposed in a glaring manner the evils of employing middlemen residing in British territory to conduct relations between British officers and the tribes. The years of the Afghan War were marked by raids on the Hazara border, attacks on the line of communication in Kohat, and the burning of Tank by the Mahsuds. The Hazara and Kohat tribes were punished by fine and blockade, and the Mahsuds compelled by an expedition in force to make the reparation demanded by Government. On the withdrawal of the British troops from the Khyber in October 1880 the pass was made over to the Afridis, who engaged in return for allowances to keep it open with the help of a corps of Jezailchis.

1887—1890. 16. After a few years of comparative quiet two chiefs within our own borders — in Hazara Ali Gauhar Khan of Agror, and in Kohat Mozaffar Khan of Hangu — were detected in very similar intrigues to that for which Ajab Khan had been hanged in 1877. In 1888 Ali Gauhar Khan was removed from his Khanship and deported. For the next four years the efforts of his supporters to obtain his recall disturbed the peace of the Hazara border, and it was found necessary to send three expeditions against the Isazai and Hashim Ali Khan, their hereditary Chief, who had taken up the cause of his kinsman Ali Gauhar Khan. Since 1892 Hashim Ali Khan has been an exile; posts were established along this border, a Border Military Police force was raised and the tribes have learnt to accept the crest of the Black Mountain as the boundary of Independent territory. In Kohat Mozaffar Khan, hereditary Khan of Hangu, and agent for dealing with the Samil tribes of the Orakzai, had persistently thwarted the attempts of the local authorities to call these clans to account for their numerous misdeeds. In 1886-87 at his instigation their offences became more frequent and serious than ever. In 1890, as intrigues and raiding continued, Mozaffar Khan was removed to Lahore, and the allowances of his family were confiscated.

1890—1897. 17. The years 1890 — 1897 are chiefly remarkable for the extension of political control over various tracts beyond the border and the conclusion of the arrangement with Afghanistan known as the Durand Agreement. The removal of Mozaffar Khan from Hangu was followed in 1891 by a punitive expedition against the Orakzai, who submitted without resistance and paid up their outstanding fines. The crest of the Samana was at the same time declared the *de facto* British boundary, and it was decided to construct a chain of defensive posts along the ridge. But the troops had not been withdrawn more than a few weeks when the Orakzais suddenly attacked the working parties engaged on the new roads and drove them off the hill. This led to a second expedition in April and May of the same year, when the Samana was retaken and finally occupied.

Occupation of Samana.

Occupation of Kurram.

18. On the evacuation of the Kurram Valley in 1890 the Turis had been declared independent of the Afghan Government. A reign of anarchy at once set in. The raids of the Turis on their Afghan neighbours led to constant complaints from the Amir, who demanded that we should keep them in order. In 1891 the independent Suni tribes surrounding Kurram were instigated from Kabul to combine for a crusade against the Shiah Turis. The latter petitioned for assistance, declaring that without our help they saw no alternative but submission to the Amir. Under the circumstances such an appeal could not be ignored. The Amir himself suggested the occupation of the country, and in 1892 troops were moved up from Thal, and the valley was reoccupied. Since then the whole valley, though not considered a part of British India, has been ruled by the Political Officer on a rough, but effective, system.

Opening of Gomal route and occupation of Sherani country.

19. To the south of the Province it had been decided in 1889 that action should be taken towards opening the Gomal Pass. After completing the negotiations with the tribes Sir Robert Sandeman and Mr. Bruce marched from Apozai through the Gomal to the Punjab. The only clan which had proved refractory was the Khidarzai sub-section of the Sherani tribe. Their misbehaviour necessitated a punitive expedition in 1890, after which levy posts were established within Sherani limits and the routes by the Zao and Chuhar Khel passes through the Sherani country to Fort Sandeman were opened and maintained.

Waziristan.

20. The opening of the Gomal was shortly followed by the appearance of Afghan officials in Mahsud country. Their arrival had a most disturbing effect on all sections of the Wazirs. In 1893 by the Durand Convention the Amir renounced all claim to Dawar and Waziristan, with the exception of Birmal. This, however, produced no improvement in the attitude of the Wazirs. Raids and outrages were of constant occurrence. In 1894 troops entered Waziristan in connection with the demarcation of the Durand Boundary. A determined attack on the British camp at Wana was repulsed. It was decided that the previous policy had failed and the time had come to extend our control over Waziristan. During the winter the Waziristan Field Force completely overran the Mahsud country. In 1895 a column from Bannu entered the Tochi, where the Dawaris formally petitioned for British occupation. The whole of Waziristan was then taken under political control, exercised by two officers posted at Wana and Tochi respectively and garrisons were left at Wana and Miramshah.

Chitral.

21. In the same year our sphere of political influence was still further extended in the direction of Dir, Swat and Chitral. The importance of exercising some control over the external relations of this country had long been recognized by the Government of India, and from 1885, the date of Sir William Lockhart's mission to Chitral, our relations with the rulers of this State had been close and intimate. On the death of Mehtar Aman-ul-Mulk in 1892 a period of anarchy ensued, one member of the royal family after another struggling to the throne only to be deposed or assassinated. In 1895 Umra Khan, the Pathan Chief of Jandol, invaded the country, and was joined by Sher Afzal, a claimant to the Mehtarship, who had been allowed to escape from Afghan territory. Major Robertson, the British Agent at Gilgit, was at the time in Chitral, and had formally recognized Shuja-ul-Mulk, a boy 9 years old, as Mehtar. The British mission with the young Mehtar was shut up in the fort by the allies, where it stood a siege of six weeks, until relieved by the Chitral Relief Force under General Sir Robert Low and a force under Colonel Kelly acting from Gilgit. It was then decided that the road between the northern border of Peshawar and Chitral must be kept open, and with this end in view garrisons were stationed on the Malakand Pass at Chakdarra and Chitral, and a Political Agent appointed to the Malakand under the direct orders of the Government of India to manage relations with the chiefs and the tribes. It was not, however, till 1897 that Chitral was detached from the Gilgit Agency and the whole road placed under one control.

The year 1895 thus closes with the demarcation of most of the Durand Boundary and the extension of British influence over the Sherani country, the Samana, the Kurram Valley, Waziristan and the Chitral road.

1897.

22. The year 1897 witnessed the most serious conflagration which has ever disturbed the North-West Frontier. There can be no doubt that the suspicions of the tribes had been excited by the extension of British influence and the establishment of British garrisons in what had been formerly independent territory. The demarcation of the Durand Line was regarded as a step to annexation. The fanatical preachings of the Mullas and exaggerated rumours, believed to be countenanced by the Afghan authorities, fanned the smouldering fire to a flame. Almost simultaneously from the Tochi to the Malakand the British outposts were attacked by the tribes. On the 10th of June a small detachment in the Tochi was treacherously attacked by the Madda Khel of Maizar. Five British officers were killed, and the troops only regained Datta Khel by a display of the greatest courage and discipline. On the 26th July the forts of Malakand and Chakdarra were assailed by a host of tribesmen led by the mad Fakir. On the 7th August the Mohmands, yielding to the incendiary preachings of the Mulla of Adda, poured down upon the town of Shankargarh in the Peshawar District. On the 23rd of the same month the Afridi *lashkars* descended upon the Khyber, and on that and the following two days the Khyber posts were all captured and sacked. The Orakzais were carried away by the success of the Afridis. On the 12th September the combined *lashkars* of the two tribes invested Fort Lockhart and Gulistan and captured the intermediate fort of Saragarhi. The situation was entirely new. The attacks on the British outposts were not the raids and forays of border warfare as they had been known in the past. The tribes had declared a religious war against the British Government, and the matter had to be fought to a conclusion.

To punish the offenders in the Tochi a force of two brigades was despatched under Major-General Corrie-Bird, C.B. No serious opposition was offered to this force. The Madda Khel fled across the border, leaving their crops and villages to destruction. In November the tribe submitted to the terms imposed by Government. On the 2nd August a successful sortie was made from the Malakand. The enemy were driven back, and Chakdarra, which had been hard pressed, was relieved. A strong force under Sir Bindon Blood marched through the country. After severe fighting in the Mohmand country the wave of fanaticism in this quarter was finally checked. On the 9th of August the Mohmands were defeated with loss by a small force from Peshawar. General Ellis entered their country by the Gandab route in September, while a brigade despatched from General Blood's force co-operated from Nawagai. The Mohmands hastened to submit, and the force, except for some slight resistance at the Bedmanai Pass leading to the residence of the Adda Mulla, was practically unopposed. In October the troops returned to British territory, having thoroughly explored all the tract on the east of the Durand Line. On the 14th September General Yeatman Biggs relieved the Samana posts. The aggressive action of the Afridis and Orakzais called for exemplary punishment Their hitherto inviolable sanctuary in Tirah was invaded by an army numbering over 40,000 men under General Sir W. Lockhart in October 1897. On the 20th was fought the action of Dargai. On the 29th Sampagga Pass was stormed, and the force advanced into the Mastura Valley. On the 31st the Arhanga Pass was carried after a feeble resistance, and three brigades entered Maidan. the fourth brigade being left at Mastura to deal with the Orakzais. By the 20th of December the punishment of the latter was complete. The rapid approach of winter rendered it necessary for the troops to leave Maidan early in December and the Afridis gained heart at the sight of the army retreating down the Bara Valley. Their triumph was but short-lived, as in December and January the Bazar Valley was thoroughly cleared out and the Khyber occupied by our troops. In March the Afridis made their submission and paid up the fines which had been imposed on them.

Between the outbreak of 1897 and the Mahsud blockade the only two incidents which call for notice are the counter raid in Kurram on the Chamkannis and the Gumatti affair in Waziristan. For one raid or another our claim against the Khani Khel section of the Chamkannis amounted in 1899 to Rs. 11,000. A successful counter raid was made in March, and the tribe was forced to submit to terms. In the same year a small force started from Bannu

to capture the outlaws of Gumatti. Certain of these succeeded in holding out in their towers, and the troops had to retire unsuccessful. Although they returned in a few days and destroyed the village, the effect of their first failure more than outweighed their subsequent success, and from 1899 to 1902 the Kohat and Bannu borders were systematically harried by the gang which had defied the troops.

Mahsud Blockade.

23. In 1897 the Mahsuds were the only powerful Pathan tribe whose *lashkar* did not gather to take part in the *jehad* against the British Government, but raids were of frequent occurrence. The fines outstanding against the tribe mounted up. No action was taken by Government during 1897-98 in consequence of the general excitement prevailing on the border, which it was apprehended might spread to Waziristan. All subsequent negotiations with the tribe proved fruitless. On the 1st December 1900 a blockade was declared. The first stage of the blockade failed in its object. For while during that period some Rs. 75,000 were paid in cash and kind by the tribe, the new penalties incurred by them during those months greatly exceeded the amount paid in, and by July 1901 there was obviously no further intention on the part of the tribe to meet liabilities still outstanding, and matters had reached a political deadlock. On the 25th November 1901 the defensive stage of the blockade came to an end. Counter raids into Mahsud country were carried out by the troops with the greatest success. The Mahsuds were taken aback. Public opinion insisted on a settlement. The Mulla Powindah, so long the leader of the anti-British party, was coerced into compliance. The conditions imposed by Government were fulfilled, and the blockade was raised on the morning of the 11th March 1902. Not only was satisfaction given for the many outrages committed by the tribe, but for the first time in our relations with the Mahsud we were able to treat with a form of Government in the shape of the full tribal *jirga* capable of enforcing its decrees on the whole community.

Sheranis and Kabul Khel.

24. Between the two stages of the Mahsud blockade on the 9th November 1901 the territories now administered by the Chief Commissioner were separated from the Punjab under the name of the North-West Frontier Province. The death of His Highness the Amir Abdur Rahman was followed by a few months of general unrest. But with the peaceable succession of His Highness the Amir Habibullah the excitement gradually subsided. The chief events of the year 1902 were the murder of the Extra Assistant Commissioner in the Sherani country, the visit of the Viceroy to Peshawar, and the retaliatory measures taken against the Kabul Khel Wazirs. The murderer of the Extra Assistant Commissioner had a strong backing in the levies and the general support of the tribe, but the prompt way in which his gang was followed up and cut down, or hunted across the border, brought the affair to a conclusion without any rising on the part of the Sheranis. In April 1902 a great Durbar was held in Peshawar, where the Viceroy publicly declared the frontier policy of the Government in the presence of the leading Chiefs of the Province, the *jirgas* of the tribes, and the officers of the Militia. For some years the tract between Thal and the Tochi had been the Alsatia of the frontier. Outlaws from British territory had settled there in large numbers. The most daring raids were made into the Kohat and Bannu districts. Isolated police stations were surprised and sacked. The raid on the Gurguri Police Station and the brutal murder of the few policemen in the post brought matters to a head. In November 1902 small columns entered the Kabul Khel country from the Tochi, Bannu and Kohat. The outlaws offered a desperate resistance at their stronghold of Gumatti, but the fort was gallantly stormed, though not without the loss of valuable lives. The Kabul Khel themselves submitted without a struggle. The towers which had given so much trouble were levelled to the ground. The remaining outlaws for the most part surrendered, and a Border Military Police post was built at Gumatti to control this tract and prevent a recrudescence of the lawlessness which had so long disturbed this border.

1903—1906.

25. During the next few years the frontier was free from extensive disturbance, although no year was entirely without the anxiety which is inseparable from the contiguity of well armed and warlike tribes along the

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whole of the provincial border. In the year 1903 no frontier incident of importance took place, and in 1904 the tribes were in general equally quiet. In the latter year the death of the Nawab of Dir was an event chiefly noteworthy for the peaceful succession of his son Badshah Khan. The exception to the general peace was provided as usual by the misconduct of the Mahsuds, who perpetrated two fanatical murders of British officers of the Southern Waziristan Militia in the Wana Agency. As a result it was found necessary to abandon for the time the attempt to employ Mahsuds in the Militia. This year also saw the rise into prominence of a gang of outlaws having their head-quarters at Hazarnao in Afghan territory, who were destined to give a great deal of trouble to the authorities of the Peshawar District. The outstanding event of the year 1905 was the visit of His Majesty the King-Emperor, then Prince of Wales, with the Princess of Wales, to the Province, which was celebrated by a fully attended Durbar at Peshawar, and was the occasion of a striking demonstration of loyalty. An interesting incident of 1905 also was the commencement in October of the branch railway from the Peshawar-Jamrud line *viâ* the Loi Shilman route towards the Afghan frontier. The year was on the whole satisfactory from the point of view of border administration, but the Mahsuds were again a source of trouble, Captain Donaldson, R. F. A., being assassinated at Bannu by a fanatic belonging to this tribe. For this outrage severe pecuniary terms were imposed as a punishment. The conduct of the Zakha Khel Afridis being also troublesome, coercion was successfully applied to them through the medium of the other Afridi clans. This year saw the beginning of hostilities, which were destined to be long drawn out, between the new Nawab of Dir and his brother Mian Gul Jan. The active expression of their enmity continued throughout the following year 1906 without, however, involving British interests.

1907–1908.

26. The main feature of the border administration during 1907, as in the previous year, was the continued misconduct of the Zakha Khel, who were responsible, in concert with the Hazarnao gang of outlaws in Afghan territory, for a succession of raids into the Peshawar District. At the close of this year the case against the Zakha Khel Afridis was referred for the consideration of the Government of India, and in February of the following year, 1908, after their misconduct had culminated in a serious raid on Peshawar City itself, they received sharp punishment from a Field Force commanded by Major-General Sir James Willcocks, and satisfactory arrangements for the future control of this unruly section were effected. This year is also notable for the only other instance of trans-border military operations during the ten years following the Kabul Khel operations of 1902, a highly successful expedition being undertaken in May 1908 against the Mohmands, who received severe punishment for an armed incursion into the Peshawar District. A satisfactory political settlement was also effected with this tribe at the close of the expedition. Connected with the Mohmand attack on British territory was an abortive attempt by a fanatical priest, the Sufi Sahib, to bring about a rising of the Afridis, which resulted in the defeat and dispersal of a section of his followers in an attack on Landi Kotal.

27. The death of the Nawab of Amb in January 1907 gave rise to no difficulties, his son Khan-i-Zaman Khan peacefully succeeding. The Mahsud question continued to be a cause of grave anxiety during this year owing to acute disagreement between the Mulla Powindah and the Maliks of the tribe, a condition of affairs which experience has shown to be especially fraught with danger to the lives of British officers. The situation on this portion of the border, which became continuously more serious, culminated in the murder of the Political Agent's servant and munshi in 1908. In reprisal a seizure of Mahsuds and their property was effected on a large scale by the Political Agent, and a Mahsud *jirga* was summoned to meet the Chief Commissioner at Tank, which proved to be the first of a series of such meetings in the presence of the newly appointed Resident in Waziristan, Mr. J. S. Donald, C.I.E., and ultimately in that of the Chief Commissioner. The result of these negotiations was to produce comparative peace on the Mahsud border for the time being and a satisfactory reduction in the influence of the Mulla Powindah with the

tribe. The year showed a steady increase in the number of raids by outlaws from Khost, chiefly in the Kohat and Bannu districts. Apart from border affairs, 1908 was notable for the conclusion of the Settlement operations in progress in the Province. As it was believed that the resulting enhancements had produced some degree of discontent in certain instances, the matter was investigated and some measures of relief were granted. In June 1908 occurred the lamented death of the first Chief Commissioner of the Province, Sir Harold Deane, who was succeeded by Sir George Roos-Keppel, K.C.I.E.

1909—1913.

28. In July 1909 the Loi Shilman Railway Scheme was abandoned. This year was one of unusual tranquility, the only feature of unrest being the continuance of raiding by Khost outlaws and the adherents of the Mulla Powindah. The latter, however, sustained a serious reverse at Pahar Khel in the Bannu District, which unfavourably affected their leader's prestige, while the more law-abiding sections of the tribe made a satisfactory settlement of outstanding cases with the Political Agent. The Afridis distinguished themselves by the fulfilment of their obligations as sureties for the good behaviour of the Zakha Khel section of the tribe. The security of the border villages was improved by the free issue to them of Martini-Henry rifles, but no satisfactory solution of the question of the outlaws was reached during the year. Consequently in the following year, 1910, the Government of India addressed the Amir, with the result that most of the outlaws present in Khost were arrested, and the remainder were driven to take refuge in tribal territory. An innovation in our dealings with the outlaws from British territory was the institution in each district of a "Conciliation Committee" of leading men, through whose instrumentality a number of outlaws were enabled to return to their homes. An attempt was made in this year by the Adam Khel Afridis to secure compensation for their losses due to the suppression of the arms traffic in the Persian Gulf, but the movement, which was really an attempt to bluff Government merely required firm handling and quickly collapsed. An Indo-Afghan Commission, with Mr. J. S. Donald as the British member, arranged a settlement of a large number of outstanding cases between the people of Khost and Kurram. The Mahsuds remained a source of anxiety, and numerous raids were committed by their bad characters, but a representative *jirga* was assembled in July 1911, which effected a redistribution of the tribal allowances, and this arrangement, with the employment of some 2,000 Mahsuds on the Bannu-Kalabagh Railway and other public works, produced a distinct improvement in relations with the tribe, an improvement which carried with it the inevitable result of rousing the Mulla Powindah to further efforts of hostility. These bore fruit in February 1912 in an open attack by a *lashkar* collected by the Mulla on the Political Agent in Sarwakai Fort. Fortunately the bulk of the tribe refused to rise, and the outbreak was checked by the movement of the Derajat Brigade to Tank and Murtaza. Mention may be made in this historical summary of the rising of the Mangals in Khost in March 1912 against the unpopular Afghan Governor, which brought a number of refugees into Kurram. During 1913 and the early portion of 1914, the general peace of the border was broken only by a series of raids. The Yusafzai of Buner and the Utman Khel committed five serious offences in the Peshawar District and it became necessary to despatch against the former a small military force which destroyed two villages and exacted full reparation. In December 1913 a gang of Shinwaris from Ningrahar raided the Jahangira and Khairabad railway stations. The Kohat District similarly suffered to some extent from the depredations of Khostwals from the territory of His Majesty the Amir.

1914.

On the 12th of April 1914 Major Dodd, Political Agent, Wana, and two other British Officers lost their lives at the hands of a Mahsud who had for some years served Major Dodd as an orderly. This tragedy deprived the administration of the services of an officer whose personal influence over the Mahsuds had done much to control the unruly elements of the tribe.

The declaration of war in August aroused perhaps less interest and excitement amongst the frontier population than might have been expected. Much

concern was, however, everywhere expressed in regard to the attitude of Turkey, but even the eventual outbreak of war with the Porte left unaffected the offers of service and expressions of loyalty that were evoked on all sides. The enthusiasm spread to some extent even to the tribal tracts administered by Government; offers of service were made by the Militias; a proposal was made by the Khyber tribes to furnish an armed contingent and the Bannu Wazirs subscribed their Tochi allowances for one month towards the Imperial Indian Relief Fund. Meanwhile the Mullahs seized upon the war with Turkey as an admirable text for harangues inciting the tribes to *jehad*. These activities were bound sooner or later to bear fruit. In January military reinforcements had to be sent to Oghi in the Hazara District to deal with a disturbance set on foot by the Hindustani fanatics, which culminated in the advance of a tribal contingent under the Shalonr Mullah of the Chagharzai. In Bajaur, the Babra Mullah and Sarkanri Mian of Asmar started an agitation which, however, was abortive of result. Amongst the Orakzai the Mullahs endeavoured to proscribe government service and on the Kurram border the unrest manifested itself in October by an attack by the Maidan Jajis on Walai China. Meanwhile the behaviour of the inhabitants of Khost, who had previously revolted against Afghan control and had also for some years committed serious raids against British territory, became definitely threatening. On the 29th November 1914 a large force of Tannis, Gurbaz and Zadrans suddenly attacked Miramshah and two similar attacks were subsequently made on the Tochi Valley. These three incursions were easily repulsed with heavy casualties and with insignificant loss to our forces. The Mahsud situation, following on the murder in April 1914 of Major Dodd, Captain Brown and Lieutenant Hickie, remained entirely unsatisfactory and in Mohmand country the Mullahs continued violently inciting the tribesmen to *jehad*.

1915. The beginning of this year saw the Province confronted by a situation full of menacing possibilites. The sustained efforts of the tribal Mullahs to rouse the tribesmen to hostile action showed in some places signs of approaching success which spurred them to redoubled efforts. The first tribe to give trouble were the Mohmands. On April 17th a Mohmand priest known as the Chaknawar Mullah invaded British territory, a few miles from Shabkadr in the Peshawar District, with a *lashkar* of some 4,000 men. An indecisive action resulted and the tribesmen returned to the harvesting of their crops. In June the Babra Mullah, who had kept aloof under the orders of the Amir, was forced by the pressure of tribal opinion to join the war party. He set up his standard and summoned the tribesmen to *jehad*. By this time the unrest had spread to Swat and Buner and the Hindustani fanatics became active. On the 20th June the Haji Sahib of Turangzai, an old and much respected Mullah of the Peshawar District, suddenly removed his family across the border into Buner. At the same time *lashkars* began to collect in Upper Swat and the Malakand Movable Column was despatched to Chakdara. The Haji Sahib of Turangzai actively set about rousing the Bunerwals and on the 17th August his *lashkar* invaded British territory by the Ambela Pass and was driven back by our troops after a sharp action. On the 20th a *lashkar* came down by the Malandri Pass and this too was repelled. About the same date the Upper Swat *lashkar* under the Sandaki Mullah and the Sartor Faqir began to move down the Swat Valley. On the 28th August the pickets of the Malakand Movable Column were attacked and on the same day the column moved out, repelled a determined attack on the Landakai spur and dispersed the enemy *lashkar* with considerable loss.

Meanwhile the Babra Mullah had succeeded in rousing the Mohmands and by the 4th September had brought a force of some ten thousand men to the Shabkadr border. On the following day it was attacked by our troops and driven back with losses of about one thousand dead and wounded. Cholera shortly after broke out amongst the Mohmands and for a time prevented further hostility. The lull, however, was of short duration; Mir Said Jan Badshah of Kunar, one of the most important Mullahs of Afghanistan, entered Mohmand country with a personal following and coerced the now unwilling tribesmen into a further effort. Early in October he succeeded in bringing down a *lashkar* to the Shabkadr border where it was

attacked and dispersed with a loss of about one hundred killed. This was the last serious effort made during the year by any of the northern tribes. Blockades were established against the Mohmands, Upper Swatis and Bunerwals and were maintained till the late spring of 1916 when *jirgas* of these tribes came in and aked for terms of settlement.

1916-1917. The year 1916 was one of tranquility almost throughout the Province. In common with the rest of India the rise in prices owing to the continuance of the war was felt by the inhabitants but the agricultural community were compensated to some extent by t e higher rates commanded by their produce and the poorer classes benefited by the upward tendency in wages. At one time it seemed probable that the revolt of the Sharif of Mecca against Turkey would cause considerable ill-feeling against the British, but although there was both within the Province and in tribal territory a certain amount of latent sympathy with Turkey, political unrest of any kind continued practically non-existent. Towards the end of 1916 the Mohmands again became restive and a blockade of the tribe was established and was maintained till the following July when severe terms were imposed and accepted *in toto*.

In March of 1917 the Mahsuds who had been increasingly troublesome were emboldened by a striking success at Sarwakai to send in an ultimatum demanding full pardon for all past offences. Our Gumal convoys were frequently attacked and between April 9th and June 12th 5 British Officers had been killed and 4 wounded, 239 Indian ranks killed and 157 wounded, and over 200 rifles captured by Mahsud gangs in various affairs. A Waziristan Field Force assembled at Jandola in June. It advanced through the Shahur Tangi and blew up towers and water courses as far as Torwam in the Khaisora, meeting with little resistance from the Mahsuds who were taken by surprise. On the 2nd July the Mahsuds sued for peace and by the 10th August they accepted our terms, shortly afterwards surrendering 355 out of the 386 rifles that they had pledged themselves to return.

1918. The year 1918 was almost completely devoid of incident. Owing to the continued friendly influence of the Amir of Afghanistan, who stood staunchly by his engagements with the British Government, such well known fire-brands as the Haji of Turangzai, the Babra Mullah and the Jan Sahib of Doda ceased their attempts to stir up the tribesmen. The Mehtar of Chitral, the Nawab of Dir and the Nawab of Amb who had rendered loyal support to the Government during the war received well-merited rewards. Recruiting for the army was wonderfully good and the percentage of men to propulation enlisted during the year continued higher than in any other Province in India. The cessation of hostilities in Europe in November was hailed with universal delight, but the dominant factor in the rejoicings was, no doubt, not so much pleasure in the victory of the Allies as the expectation of a speedy reduction in the high prices of all commodities, a hope which was unfortunately doomed to bitter disappointment.

The influenza epidemic took a heavy toll of the border tribes as well as of the inhabitants of the settled districts. The number of deaths in the districts from the disease was estimated at 93,831 which far exceeded the normal death rate from all causes which in the preceding year was only 61,162. The birth rate sank to 30·58 *per mille*, the lowest recorded throughout the whole of India, and the lowest in the previous five years for the Province. The general death rate rose from under 30 *per mille* in 1917 to 70·3.

1919-1922. The assassination in February 1919 of Amir Habibulla Khan, to whose staunch fidelity and friendship we had owed so much during the war, was generally regarded as an omen of coming political storm. Amir Amanulla Khan soon succeeded in establishing himself in his father's place and, urged by the instability of his position and the consequent necessity of providing some form of popular distraction, he took advantage of the growing agitation in India in connection with the Rowlatt Bill to embark on a policy of aggression against the British Government.

Throughout the early months of 1919 a bitter agitation had been carried on in India directed nominally against the Rowlatt Bill but in reality against the whole fabric of British rule in India. In close association

with political agitators who had brought about rioting and demonstration in the Punjab, local organizers endeavoured to produce a similar ferment in the North-West Frontier Province. Attempts were at the same time being made from Afghanistan to stir up the frontier tribes. A modified form of Martial Law was proclaimed in the Peshawar District and by its means revolutionary movement was checked and internal peace easily maintained without any show of repressive force. A few weeks after the outbreak of war with Afghanistan the withdrawal of our advanced posts in Waziristan for military reasons induced the Wazirs and Mahsuds to declare themselves against us. The Afridis showed signs of disaffection which led to the disbandment of the Khyber Rifles shortly after the outbreak of hostilities. On the other hand there were on other parts of the border remarkable instances of loyalty to the British in spite of the utmost efforts on the part of the Afghans and Mullahs to produce disaffection. Thus towards the end of May the Mohmands succeeded in turning back a force of Afghans with guns who had marched into their country with the object of attacking Shabkadar. As the war progressed, however, intensive raiding into British territory began, mostly carried on by deserters from the army during the Great War and subsequent deserters from the Militias. The prompt occupation of Dakka by our troops and the repulse of General Nadir Khan's thrust from Khost speedily convinced the Amir of the futility of the struggle and he sued for peace. An armistice was granted and in July a conference was held in Rawalpindi between representatives of the Government of India and of the Amir which resulted early in August in the signing of a treaty of peace. The remaining months of the year were spent in restoring peace on the border and repairing within the province the effects of the Afghan war. In the south of the Province, as a result of the uncertainties in the minds of the tribesmen of the abilities of Government to maintain its position, the conduct of the Wazirs and Mahsuds was going from bad to worse and Kohat, Bannu and Dera Ismail Khan districts were raided on a scale entirely unprecedented in the history of the administration. In November military operations against these tribes commenced, and after encountering prolonged resistence of the most stubborn character our forces entered into the heart of Mahsud country and established a permanent camp at Ladha in the neighbourhood of Makin. Gradually the majority of the Mahsud sections were induced to submit and to accept the terms imposed by Government. A portion of the tribe, however, has persistently held out against us and still remains recalcitrant. Meanwhile the Afridis and Orakzai continued, in response to subtle instigation, to raid the neighbouring districts of the Province. A corps of a thousand local levies was raised for the protection of the Kohat border and a body of local *khassadars* was also enlisted from the friendly sections of the Afridis. Both corps did valuable work. In the spring of 1921 the signature of the peace treaty between the British Government and the Amir of Afghanistan effected considerable improvement in the situation along the whole border in the Dera Ismail Khan District, however, the hostile section of the Mahsuds stubbornly persisted in their depredations. It should be mentioned here that during the year 1920 political agitation, set on foot in India in connection with the Rowlatt Bill, culminated in the *Hijrat* movement, as a result of which several thousands of the inhabitants of the Peshawar District went to Afghanistan, other districts of the Province being also affected in minor degree. The disallusioned emigrants returned after a few months in a state of utter destitution and arrangements were undertaken with a view to resettling them in their homes and giving them a fresh start.

## 3. FORM OF ADMINISTRATION.

**Form of Administration.**

29. The administration of the North-West Frontier Province is conducted by a Chief Commissioner and Agent to the Governor-General in Council. His staff consists of—

(1) Officers of the Political Department of the Government of India.

(2) Members of the Provincial Civil Service.

(3) Members of the Subordinate Civil Service.

(4) An Inspector-General and Superintendents and Assistant Superintendents of Police.

(5) Officers recruited for the service of departments requiring special knowledge—Militia, Engineering, Education, Medicine and Forestry.

The cadre posts reserved for officers coming under the first head above are—

| | | | |
|---|---|---|---|
| Administration | Chief Commissioner and Agent to the Governor-General. | | 5 |
| | Secretary. | | |
| | Under Secretary. | | |
| | Personal Assistant. | | |
| | Revenue Commissioner and Revenue Secretary. | | |
| | Resident in Waziristan | ... | 1 |
| | Deputy Commissioners | ... 5 | 13 |
| | Political Agents | ... 5 | |
| | District Judges | ... 3 | |
| | Assistant Commissioners and Assistant Political Agents. | | 13 |
| High Court and Divisional Judges. | One Judicial Commissioner. | | 4 |
| | Two Divisional and Sessions Judges. | | |
| | Additional Divisional and Sessions Judge. | | |

## 4. CHARACTER OF LAND TENURE.

Preliminary.

30. Land tenures in the North-West Frontier Province are generally the same as in the Punjab, and it is necessary to describe here those only which possess peculiar local features.

General feature of tenure of land.

31. The total area of the Province is now 8,572,987 acres. Of this 2,916,189 acres or 34 per cent. are cultivated and 5,656,798 acres or 66 per cent. uncultivated. The uncultivated area includes 360,302 acres, or 6 per cent., of Reserved or Protected Forests, chiefly situated in the Peshawar and Hazara districts. Government is owner of 584,324 acres or 7 per cent. of the total area. In the Peshawar District the forests are managed by the State through the Deputy Commissioner in the interests of the people, whose rights of user are recognised so far as they are consistent with forest preservation and reproduction. The income is therefore practically limited to the expenditure actually incurred on maintenance. In the Hazara District there are reserved forests and protected and unprotected waste lands. The whole of the reserved forest, with the exception of about 6,000 acres in the Agror Valley, is under the direct management of the Forest Department. In 1918 villagers were granted liberal concessions in Government Reserved Forests in regard to grazing, grass-cutting and wood collection. These concessions are governed by rules framed in 1918 and amended in 1921. The adjoining villages have grazing and grass-cutting rights in certain reserved forests, and are also entitled to seigniorage fees on timber felled for sale therein. As regards the Agror Reserved Forests, which are managed by the Deputy Commissioner, the neighbouring villagers have free rights to graze their cattle, to cut and gather dry wood for fuel, and to remove natural products. The protected waste lands are managed by the Deputy Commissioner on behalf of the villagers. The residents are privileged to graze cattle, remove dry wood for fuel, cut grass and obtain timber therefrom for building purposes. The unprotected waste lands are also supervised by the Deputy Commissioner, but Government interference is restricted by certain rules. In addition to the forests Government is proprietor of several estates founded in waste lands

or accruing to it by lapse or escheat. These are generally let out on lease on favourable terms to men with local influence or with claim to the consideration of Government. The rest of the land is held, as in the Punjab, by various agricultural tribes, among whom the Pathans, who form 39 per cent. of the total population, *viz.*, 56 per cent. in Peshawar, 48 per cent. in Kohat, 64 per cent. in Bannu, 22 per cent. in Dera Ismail Khan and 9 per cent. in Hazara, are the most important.

**Division of land among Pathans.**

32. When a tract of land was occupied by an invading tribe its partition quickly took place. The lot of each main sub-division of a tribe was sometimes called a *tappa* and described as its *daftar*, individual proprietors being known as *daftaris*. Where circumstances required it, the lot was divided into *vands* according to the nature of the soil, facilities for irrigation, etc., and the number of *bakhras* or shares which was to be the basis of division was calculated, one being often allotted to each man, woman and child. Each share properly included an allotment from each *vand*, or at least from each kind of land. But the whole or the main portion of the property of a sub-section (*khel*) of a tribe usually consisted of a single block of land, in the middle of which a village was built. The block was divided into *vands* so that all might share alike. The result of this system of division was to make the fields narrower and narrower until they came to resemble the definition of a line, length without breadth. This fact with the introduction of well and canal irrigation eventually forced the people to abandon the old system of distribution, and in some villages in the Peshawar District they consented at the Settlement of 1895-96 to have their separate lands thrown into a common block, and redivided according to the ancestral shares or to actual possession. This re-division is locally known as *tolna*, a Pashto word meaning to collect or amalgamate. The main features of this division still exist in the Province, though owing to the cause above referred to, as well as to the introduction of strangers into the proprietary body by transfer, marriage, etc., possession has become more and more at variance with the original shares which are slowly, but surely, disappearing.

**Vesh.**

33. In order to secure some continuance of the original equality of condition, it was customary to make a *vesh* or redistribution of the land at intervals, if a majority of the community so desired. It is said that in Peshawar the custom originally extended to an exchange of *tappas*, but in this form it has long been dead. Inside the *tappa* it lasted, however, down to a recent period, involving the transfer of whole villages, including the habitation and not merely the exchange inside villages of the *kandis* or sub-divisions or of individual holdings. *Vesh* is destined to disappear, but it was still enforced in one form or another in some Pathan tracts when they were first regularly settled. In carrying it out the recognised shares were in some places those adopted in the original partition; in others every male, old or young, got an equal portion. In Marwat a fresh calculation of shares took place, one being allotted to each man, woman and child. This was known as *khula*, or mouth *vesh*. The *vesh* tenure survived longer in Marwat than elsewhere owing to the fact that any real improvement of the sandy land was impossible, and the more careful agriculturist was therefore less opposed to an exchange of land than would be the case in an irrigated tract. This tenure still obtains in four villages, and redistribution was carried out during the progress of the last Settlement. This *vesh* system prevailed to a greater or less extent in all the Pathan tracts in Peshawar, Kohat, Bannu and Dera Ismail Khan, though among the Wazirs as a tribe no type of *vesh* tenure seems ever to have been the custom.

With the settlement of the country and the consequent increase in the value of land the people began to realize more and more the advantages of fixity of tenure, and as a result of this the system of periodical redistribution has gradually become extinct. The causes of this change are given in the Revised Settlement Report of the Peshawar District as below:—

"In British territory, however, it has gradually fallen into desuetude, partly because it is opposed to the spirit of our revenue procedure, and partly because though admirably adapted to a primitive state of society, in which the main consideration was the maintenance

of the fighting strength of a clan at its highest point, and in which agricultural improvement was unthought of, it became impossible under a settled rule, which by enabling men to enjoy the fruits of their toil encouraged them to improve their holdings by irrigation works, and so upset the natural equality due to soil and climate."

In British territory the signs of this system are now only to be found in the Marwat Tahsil of the Bannu District. The tribal shares are still generally recognised, but they are seldom referred to except in connection with the division of irrigation. In some portions of Independent territory, however, it still retains its hold, for instance a periodical redistribution or *vesh* of the areas, and even of the houses held by each clan, over the existing adult males still prevails in Buner and amongst the Isazai clans. An interesting description of the tenures in Dir, Swat, Bajaur and Utman Khel is to be found in paragraph 163 of Douie's Settlement Manual. The system of periodical redistribution of lands in these countries is (except in Sam Ranizai) universal. This redistribution, called in some localities *khasanne*, in others *vesh*, extends to the exchange of whole *tappas* as well as to the redistribution of the general shares of *daftaris*. The system of fresh calculation of shares at time of *vesh*, called *khula vesh* is not followed in Dir, Swat or Bajaur. There are no signs of any breaking up in these tracts of the original division of shares in lands whether irrigated or unirrigated. Owing to the pernicious system of redistribution, little or no improvement has occurred in the condition of the holdings. Lands which might, without difficulty, be irrigated by new water channels remain unirrigated, for a Pathan will not work for the benefit of his successor. Naturally, perhaps, he will not make water channels, plant trees or orchards, or reclaim waste land for some one else to enjoy at the next *vesh*.

**Analysis of tenures.**

34. The total number of estates is at present 3,117 as against 3,111 in 1911-12. The increase is due to the formation of new estates in large areas of land formerly lying waste. The number of zamindari estates, that is of estates held by a single proprietor or by a number of proprietors in undivided interest, has further fallen from 298 in 1911-12 to 266, the decrease being due to the operation of the law of inheritance. The *pattidari* and *bhayachara* villages have on the contrary increased from 2,790 to 2,822. Separate details for these forms of tenure are not available, but there can be no doubt that the *bhayachara* tenure has increased at the expense of the *pattidari*. At first the division of land as well as of land revenue inside the villages was generally according to ancestral shares, and the *pattidari* was the most prevalent form of tenure. Alienations to outsiders destroy the *pattidari* character of a village, and such tenure is now rare. Moreover, now-a-days, settlements are generally with individual owners, and the system of revenue payment by ancestral shares is almost extinct.

**Statistics of tenures.**

35. The following table gives the more important statistics regarding village tenures :—

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| Description of villages according to revenue paid by them. | Tenure. | Number of estates. | Number of villages. | Number of holders or share-holders. | Gross area. | Average area of each estate. | Average assessment of each estate. |
| | | | | | Acres. | Acres. | Rs. |
| Villages paying Rs. 5,000 to Rs. 50,000. | 1. Zamindari ... | ... | ... | ... | ... | ... | ... |
| | 2. *Pattadari* and *bhayachara* ... | 47 | 47 | 44,331 | 423,440 | 9,009 | 6,611 |
| Villages paying Rs. 100 to Rs. 5,000. | 1. Zamindari ... | 143 | 143 | 4,065 | 174,117 | 1,531 | 393 |
| | 2. *Pattidari* and *bhayachara* ... | 2,260 | 2,255 | 475,848 | 6,381,891 | 2,898 | 839 |
| Villages paying less than Rs. 100. | 1. Zamindari ... | 123 | 123 | 3,003 | 72,268 | 588 | 47 |
| | 2. *Pattidari* and *bhayachara* ... | 506 | 506 | 38,869 | 1,230,623 | 2,431 | 111 |
| | Leases from Government without right of ownership ... | 29 | 29 | 537 | 92,279 | 2,548 | 584 |
| Villages not assessed in Hazara and Kohat. | *Pattidari* and *Bhayachara* ... | 9 | 9 | 1,002 | 13,586 | 1,509 | ... |

Constitution of estates.

36. An estate sometimes embraces merely a single village and sometimes a central village as well as scattered hamlets generally lying on the outskirts of a *tappa*. A Pathan village does not consist wholly of proprietors. There are as a general rule dependent cultivators known as *fakirs* and also village servants and artizans. Both classes hold land free of charge or on favourable terms in return for service in peace and war. Hamlets (*bandas*) which were established on the outskirts of *tappas* are occupied largely by *malatars* (loin-girders) or *hamsayas*, who obtained land on condition of repelling raids on the territory of the tribe under whose protection they existed and of assisting in making counter raids, but were free from any obligations to render the ordinary village service exacted from *fakirs*, menials and artizans. These picturesque relics of a disturbed state of society are, however, gradually disappearing under settled and orderly rule, and the old semi-feudal relations are becoming more and more merged in the strictly legal one of landlord and tenant.

Classes of persons entitled to enjoy the produce of land.

37. The persons entitled to enjoy the produce of land are—

(1) Owners, including hereditary full proprietors, or *dafturis*, and *malik qabzas*, or proprietors by right of possession.

(2) Tenants, *i.e.* tenants with rights of occupancy or tenants-at-will.

The rights and liabilities of these persons *inter se* or in relation to other persons possess in some cases elements of local peculiarity. The proprietary right is some times divided into superior and inferior. In such cases the superior proprietor takes a share in cash or in kind, and as a rule he has nothing to do with the cultivation. The inferior proprietor is often the actual cultivator, but he may have tenants under him. Or it may be the tenancy rights that are divided, the proprietor taking one share and the occupancy tenant another, the actual cultivation being done by a tenant-at-will under the occupancy tenant. In most cases the *malik qabza*, inferior proprietor and occupancy tenant, all derive their rights in the same way, that is to say from some customary service or in more modern times by purchase, and they are only different phases of the same status.

Proprietors.

38. A hereditary full proprietor who cultivates his land himself is entitled to the full produce of the land in his possession, as well as his share in the common land subject only to the Government demand. The *qabza malik's* right is limited by possession, and thus he gets no share in the common land. As regards alienations, both enjoy unrestricted power, subject only to the right of pre-emption vesting in the co-sharers, relations and other proprietors of the *kandi* or village, and, except in the case of a widow whose tenure is only for life or till re-marriage, no necessity for alienation need ordinarily be established. A proprietor has in most cases power to make by will an unequal distribution among his heirs, but, except in rare cases he cannot disinherent any heir. The reason why there are no established restrictions on transfers is to be found in the *vesh* custom described in paragraph 33. A periodical redistribution of land *per capita* naturally made the power of bequest a matter of little importance.

Alienations.

39. The Punjab Alienation of Land Act, XIII of 1900, as modified by the North-West Frontier Province Regulation I of 1904 was extended to the Hazara, Bannu and Dera Ismail Khan districts in 1904. The working of the Act has on the whole been satisfactory in these districts, and with wider experience of its effects its popularity is increasing among the classes for whose benefit it was intended. And in spite of any effect of the enactment in restricting the market for land both the sale price of land and the amount of mortgage money obtainable per acre have shown a tendency to rise. In Peshawar and Kohat which are Pathan districts only Sections 4, 10 and 16 of the Act were applied in the first instance. The agricultural tribes were notified and the restrictions on mortgages by way of conditional sale and on the sale of land in execution of a decree or order of a Civil or Revenue Court were introduced. Here the feeling of personal and individual ownership of land and of complete freedom of transfer was peculiarly strong and the opinion on the whole, till 1911-12, was adverse to any further interference with

liberty of transfer. The agricultural tribes have, however, since agreed to the application of the Act which has accordingly now been extended to the Peshawar and Kohat districts.

Superior and inferior proprietors.

40. Where superior and inferior proprietors co-exist, the settlement has been made only with the latter, as the former have generally no concern with the land beyond a title to receive a small share of the produce or a cash percentage calculated on the land revenue. The area subject to this dual ownership is inconsiderable in the Peshawar, Bannu or Hazara districts. In the Kohat District the Khan of Teri has since Moghal rule enjoyed a semi-independent position, paying tribute to the ruler for the time being and realizing the State share, together with many feudal dues and services from his tribesmen. Prior to annexation the tract was leased to the Khan for an annual payment of Rs. 40,000 in cash, besides 10 horses and 20 camels. Since annexation his status has been gradually altered by the Settlements of 1885-1895, and it is now that of a superior owner entitled only to collect a fixed revenue in cash and certain other dues sanctioned by Government, *viz. tirni* or grazing fees, *buha*, a house tax on non-agriculturists, and *kulhari*, a tax on wood-cutting in certain localities. In the Dera Ismail Khan District the inferior proprietors generally represent the settlers on the waste *butimars*, who had generally to pay *jhuri* or entrance fee before Settlement, or the embankers of land dependent on hill torrents and known as *lathbands*. The rights so acquired were recognized at the Regular Settlement as heritable and transferable, subject to the payment of an annual *malikana*.

Tenants.

41. The status of tenants in the North-West Frontier Province is governed by the Punjab Tenancy Act of 1887 and the Hazara Tenancy Regulation of 1887 in Hazara. Under the Act and Regulation referred to, tenants are divided into occupancy tenants and tenants-at-will; the former are again sub-divided according to the manner in which the right of occupancy has been acquired. This right is hereditary on the conditions and circumstances mentioned in Section 5, Act XVI of 1887, and Regulation 13 of 1887. The rights of occupancy under Section 5 are transferable under Section 53 of Act XVI of 1887 subject to the landlord's claim to pre-emption at a market value fixed by a Revenue Officer on his application. If an occupancy tenant under Section 5 transfers his tenancy without issuing notice to the landlord through a Revenue Officer, the landlord is entitled to eject the tenant. Under Section 63, Act XVI of 1887, occupancy tenants are entitled to make improvements in their tenancies. Tenants-at-will are liable to ejectment at the end of an agricultural year in pursuance of a notice of ejectment issued by a Revenue Officer on the application of the landlord and on payment of compensation for improvements assessed by the Revenue Officer. In some parts of the Province the right of cultivation is sometimes mortgaged to a tenant-at-will, and in such cases he cannot be ejected until the mortgage debt is paid.

Hazara Tenancy Regulation.

43. In Hazara the local modifications of the general law principally relate to the conditions necessary for the acquisition of a right of occupancy. A tenant who occupied land before the Summary Settlement of 1847, and has continuously occupied it since that year, acquires a right of occupancy. Again in order to establish a right of occupancy on the ground of having occupied the land for more than two generations without payment of any rent beyond land revenue and cesses, a tenant must prove occupation previous to the 10th April 1873, the date on which the former Tenancy Regulation came into force, and not as elsewhere, previous to the date on which the present Punjab Tenancy Act came into operation. In the same way, in the case of a tenant claiming a right of occupancy on the ground of being one of the original settlers, it is necessary to prove occupation on the 10th April 1873, and a continuous occupation thereafter, instead of an occupation on 21st October 1868, the date on which the former Punjab Tenancy Act came into force, and thereafter.

Cultivating occupancy.

44. The proportion held by owners according to the latest statistics is 44 per cent. and by tenants 56 per cent. of the total cultivated area. Of the land cultivated by tenants paying rent, the occupancy tenants hold 20 per cent.

and the tenants-at-will 80 per cent. The following table shows the latest available figures regarding cultivating occupancy and rents:—

| Details. | | | Total. | |
|---|---|---|---|---|
| | | | Number of holdings. | Area in acres. |
| Total cultivated area ... ... ... ... ... ... | | | 1,108,803 | 2,911,212 |
| Area cultivated by owners ... ... ... ... ... ... | | | 456,353 | 1,266,328 |
| Area cultivated by tenants free of rent or at nominal rent ... ... ... | | | 59,741 | 68,989 |
| Area cultivated by tenants paying rent. | With right of occupancy ... | Paying at revenue rates with or without *malikana*... | 61,701 | 116,481 |
| | | Paying other cash rents ... ... ... | 18,116 | 25,635 |
| | | Paying in kind with or without an addition in cash | 45,364 | 171,711 |
| | Without right of occupancy | Paying at revenue rates with or without *malikana*... | 41,875 | 73,912 |
| | | Paying other cash rents ... ... ... | 39,580 | 106,667 |
| | | Paying in kind with or without an addition in cash | 381,063 | 1,061,569 |
| | | Total ... | 587,699 | 1,555,975 |

Rents.

4. The statistics given below exhibit the rents paid by tenants-at-will, who hold 41 per cent. of the total cultivated area. It will be seen that the area paying rents in cash is only one-seventh of the whole:—

| Details. | | | Area in acres. | |
|---|---|---|---|---|
| | | | Irrigated. | Unirrigated. |
| Detail of rents and area on which paid by tenants-at-will. | Rents in kind. | (1) Zabti rents ... ... ... ... ... | 4 | 505 |
| | | (2) Half produce or more ... ... ... ... | 268,965 | 261,960 |
| | | (3) Two-fifths or less than half ... ... ... ... | 15,465 | 69,555 |
| | | (4) One-third or less than two-fifths ... ... ... | 19,582 | 156,361 |
| | | (5) Less than one-third ... ... ... ... | 78,448 | 162,564 |
| | | (6) By fixed amount of produce ... ... ... ... | 3,113 | 2,393 |
| | | (7) Total area under rents in kind ... ... ... ... | 385,577 | 653,338 |
| | Cash rents. | (8) Total paying at revenue rates with or without *malikana* ... | 39,713 | 29,041 |
| | | (9) Total paying other cash rents ... ... ... ... | 64,684 | 32,627 |
| | | (10) Total cash rents paid on area entered in (9) ... ... | 1,019,530 | |

## 5. SYSTEM OF SURVEY AND SETTLEMENTS.

Surveys.

45. The survey of estates as a part of Settlement operations is carried out, as in the Punjab, on the square system, where the nature of the country permits, *i.e.* in all districts except Hazara and part of Kohat, where during the last Settlements the survey was made on the triangular system by means of the plane table. At the first Regular Settlements made between 1870 and 1880 the latter system was adopted everywhere, but owing to the difficulty of ensuring accuracy under it the survey was neither good enough for purposes of revenue administration nor for those of the Imperial Survey Department. A re-survey of most of the area was found necessary in Peshawar, where a revised Settlement of the district was made in 1896. The same necessity was experienced in the resettlement of the Hazara, Kohat, Bannu and Dera Ismail Khan districts and the Kurram and Tochi Agencies during the decade ending 1911-12. Remeasurements will probably not be required at future Settlements, as the

survey on the square system has ensured a degree of accuracy sufficient for all practical requirements. Settlement operations should now involve a mere revision of the existing maps with reference to alterations in the boundaries and shapes of the fields. At the revised Settlement of Peshawar in 1896 a peculiar feature of remeasurements on the square system was the adoption of a common base line for the whole district, but the results were not wholly satisfactory. The triangular system was also adopted in the case of the recent Settlement of the Agror Valley which took place in 1913-14. In the Peshawar District the rectangular survey has since been made in 24 villages of the Swabi Tahsil commanded by the Upper Swat Canal.

Settlements.

46. The principles, standard and methods of assessment hitherto observed in this Province are fully detailed in the Punjab Settlement Manual by Mr. (now Sir) J. M. Douie. During the decade ending 1911-12 four out of five regular districts and the Kurram and Tochi Agencies were resettled. The enhancements over the previous assessments were held to be excessive in Hazara, Kohat, Bannu and Kurram and considerable sums were remitted in these tracts under the orders of the Government of India. In the case of Hazara, Kohat, Bannu and Dera Ismail Khan the enhancements worked out at between 44 and 31 per cent. In the case of Kurram the percentage of increase over the former assessment stands at 127 per cent., but the former Settlement was merely a summary one. In the Tochi Government are entitled in pursuance of the written undertaking given by the Douris at the time of occupation of the Valley in 1895, to realise one-tenth of the gross produce. A lump sum of Rs. 8,000 in cash was formerly taken in commutation of the Government share. The item was roughly assessed as a house tax. The present assessment of the Valley amounts to Rs. 36,000. The Agror Valley Settlement was concluded in 1915 with an increase of 33 per cent. in the revenue, but owing to political reasons the new assessment was not introduced till 1918.

The proposal by the Government of India regarding the advisability of placing a limit on enhancements due to a revision of assessments of land revenue in India to which allusion was made in the 1911-12 report, has resulted in the matter being dropped. Revised assessment instructions have, however, since been issued (they are reproduced in Appendix I of Douie's Settlement Manual) which necessitate a special reference to the Government of India in cases where an enhancement exceeding 33 per cent. is intended.

The bulk of the land revenue in Dera Ismail Khan is fluctuating owing to the precariousness of the cultivation. Each harvest the assessment is determined by rates varying according to crops or classes of soil, or both. This system is best suited to the local conditions and it has been readily accepted by the people. The Government demand is fixed elsewere.

The term of the present settlement of the Peshawar District which was due to expire in 1915-16 has been extended by the Government of India for ten years, and will now expire with the Rabi harvest in 1925. The term of the present settlements of the other districts will expire as follows :—

| | |
|---|---|
| Hazara... ... ... ... ... | 1934-35 |
| Kohat ... ... ... ... ... | Rabi 1923<br>„ 1924 |
| Bannu ... ... ... ... ... | Rabi 1927 |
| Dera Ismail Khan ... ... ... ... | Rabi 1923<br>Kharif 1924 |
| Tochi ... ... ... ... ... | 1923 |
| Kurram ... ... ... ... | 1934-35 |

The period of the Kohat and Dera Ismail Khan settlements has been extended by three years only for the present, when a further report in the matter is due to the Government of India.

## 6. CIVIL DIVISIONS OF BRITISH TERRITORY.

Civil divisions.

47. There are five districts in the North-West Frontier Province, each under a Deputy Commissioner. The revenue administration of all five districts is controlled by the Revenue Commissioner. For the administration of civil and criminal justice there are two Civil and Sessions divisions, each presided over by a Divisional and Sessions Judge. The Judicial Commissioner is the controlling authority in the Judicial branch of the administration, and this Court is the highest criminal and appellate tribunal in this Province. The Judicial divisions and districts are as follows :—

| Civil and Sessions Divisions. | Districts. | Area in square miles. | Population. |
|---|---|---|---|
| Peshawar ... ... ... | Peshawar ... ... ... | 2,605 | 907,367 |
| | Hazara ... ... ... | 2,984 | 622,349 |
| Derajat ... ... ... | Kohat ... ... ... | 2,695 | 214,123 |
| | Bannu ... ... ... | 1,674 | 246,734 |
| | Dera Ismail Khan ... ... | 3,360 | 260,767 |

## 7. DETAILS OF THE CENSUS.

Census of 1921.

48. The results of the census taken on March 17th, 1921, are published in Rai Bahadur Bhai Lehna Singh's Census Report, 1921. The province has now a population of 5,076,476, of which only 2,251,340 were enumerated in the five settled districts and 54,470 in the transborder posts, no less than 2,770,666 being the estimated population of agencies and tribal areas outside the posts. There has been an increase as compared with the population of 1911 of 2·5 per cent. in the total population of the five settled districts, the growth in the two preceding decades 1891-1901, 1901-1911 being 9·9 and 7·6 per cent. respectively. But for the unprecedented mortality caused in 1918 by the epidemic of influenza, which destroyed a little less than 5 per cent. of the total 1911 population, the unusual ravages of malaria which wrought a similar havoc in the two preceding years, and the subsequent decrease in surplus births through the loss of potential parents, the rate of growth of population at the two previous censuses of 1901 and 1911 would have been maintained if not actually exceeded at the 1921 enumeration. The only cause assigned for the extraordinary rise (74·2) in the estimated population of the transborder tract is the inclusion in the present estimate of a large number of tribes which were omitted from a similar calculation made at the 1911 census. This is apparently correct, otherwise there is no reason to suppose that the growth of population in the transborder territory, during the last decade, has been greater than in the settled districts of the Province, especially when the people of the former are reported to have suffered from the ravages of influenza as badly as those of the latter.

Tribes and Languages.

49. The subjoined table shows the numbers belonging to each caste or tribe which comprised 1 per *mille* or more of the total population of the five administered districts and transborder posts of the Province in 1911 or 1921.

| Serial No. | Caste or tribe. | 1921. | | 1911. | |
|---|---|---|---|---|---|
| | | Persons. | Per *mille*. | Persons. | Per *mille*. |
| 1 | Pathan ... ... ... ... | 889,646 | 387·8 | 845,183 | 382·4 |
| 2 | Awan ... ... ... ... | 253,472 | 110·5 | 276,511 | 125·1 |
| 3 | Jat ... ... ... ... | 98,413 | 42·9 | 86,697 | 39·0 |
| 4 | Saiyid ... ... ... ... | 90,605 | 39·5 | 75,115 | 34·0 |

| Serial No. | Caste or tribe. | 1921. | | 1911. | |
|---|---|---|---|---|---|
| | | Persons. | Per *mille*. | Persons. | Per *mille*. |
| 5 | Gujar | 85,590 | 37·3 | 113,871 | 51·5 |
| 6 | Tanaoli | 69,560 | 30·3 | 63,985 | 29·0 |
| 7 | Arora | 69,046 | 30·0 | 69,215 | 31·3 |
| 8 | Swathi | 56,904 | 24·8 | 38,329 | 17·3 |
| 9 | Khatri | 44,792 | 19·5 | 35,720 | 16·2 |
| 10 | Jolaha | 35,189 | 15·3 | 37,390 | 16·9 |
| 11 | Tarkhan | 33,715 | 14·7 | 42,618 | 19·3 |
| 12 | Lohar | 29,834 | 13·0 | 28,589 | 12·9 |
| 13 | Mochi | 28,612 | 12·5 | 23,209 | 10·5 |
| 14 | Dhund | 27,472 | 12·0 | 30,464 | 13·8 |
| 15 | Nai | 27,335 | 11·9 | 24,777 | 11·2 |
| 16 | Baluch | 26,854 | 11 7 | 26,513 | 11·9 |
| 17 | Qureshi | 26,739 | 11·7 | 20,939 | 9·5 |
| 18 | Baghban | 24,095 | 10·5 | 20,471 | 9·3 |
| 19 | Kumhar | 24,054 | 10·5 | 22,664 | 10·3 |
| 20 | Chuhra | 21,932 | 9·6 | 19,047 | 8·6 |
| 21 | Brahmin | 21,884 | 9·5 | 13,208 | 6·0 |
| 22 | Karal | 21,823 | 9·5 | 22,106 | 10·0 |
| 23 | Rajput | 19,057 | 8·3 | 15,263 | 6·9 |
| 24 | Dhobi | 18,644 | 8·1 | 14,877 | 6·7 |
| 25 | Sheikh | 18,070 | 7·9 | 17,892 | 8·1 |
| 26 | Kashmiri | 15,918 | 6·9 | 28,631 | 13·0 |
| 27 | Sunar | 15,798 | 6·9 | 9,714 | 4·4 |
| 28 | Mirasi | 15,459 | 6·7 | 11,790 | 5·3 |
| 29 | Paracha | 13,560 | 5·9 | 12,330 | 5·6 |
| 30 | Qassab | 11,755 | 5·1 | 8,721 | 3·9 |
| 31 | Teli | 11,446 | 5·0 | 6,932 | 3·1 |
| 32 | Moghal | 10,675 | 4·7 | 14,865 | 6·7 |
| 33 | Gurkha | 10,342 | 4·6 | 6,343 | 2·9 |
| 34 | Bhatia | 10,341 | 4·5 | 4,086 | 1·8 |
| 35 | Sarara | 9,027 | 3·9 | 8,507 | 3·9 |
| 36 | Gakkhar | 8,391 | 3·7 | 6,807 | 3·1 |
| 37 | Maliar | 7,956 | 3·5 | 19,950 | 9·0 |
| 38 | Bhatiara | 7,809 | 3·4 | 4,331 | 2·0 |
| 39 | Turk | 6,552 | 2 9 | 4,499 | 2·0 |
| 40 | Darzi | 6,080 | 2·6 | 2,278 | 1·0 |
| 41 | Rangrez | 4,847 | 2·1 | 3,933 | 1·8 |
| 42 | Mallah | 4,470 | 1·9 | 4,805 | 2·2 |
| 43 | Mishwani | 4,407 | 1·9 | 4,888 | 2·2 |
| 44 | Arain | 3,119 | 1·4 | 3,343 | 1·5 |
| 45 | Chamar | 2,949 | 1·3 | 4,686 | 2·1 |
| 46 | Penjara | 2,385 | 1·0 | ... | ... |
| 47 | Machhi | 2,251 | 1·0 | 4,031 | 1·8 |

The province is pre-eminently the country of the Pathans, who are found all over the Province, the bulk of them being concentrated in Peshawar, Kohat and Bannu as well as in the transborder tribal territory. Their chief occupation is agriculture, but an appreciable number of Pathans also serve in the army. In the administered districts, especially in Peshawar, Kohat and Bannu, they own a very large proportion of the land, and the transborder tract is entirely inhabited and owned by them. Awans, Baluches, Dhunds, Gakkhars, Gujars, Jats, Karals, Moghals, Qureshis, Rajputs, Saiyids, Sararas, Sheikhs, Swathis and Tanaolis are other agricultural tribes, who are chiefly found in Hazara and Dera Ismail Khan, except in the case of Awans of whom 48 in every 100 are returned from Peshawar. The Gurkhas are for the most part soldier immigrants. They came here with the advent of British rule, and their more or less permanent residence in the Province is confined to Hazara; no less than 1,554 out of a total of 1,887 Gurkha females enumerated at the present census were returned from Abbottabad, where some of them have settled permanently. In the transborder tract and in the rural areas of settled districts non-agricultural, menial and professional castes and tribes occupy a lower social position than the dominant agricultural tribes, but in the towns, owing to the levelling influence of education, social distinctions and barriers have considerably weakened during the last decade. Most of the Aroras and Khatris who are not employed in Government service are traders and money-lenders, whose wealth, enterprise and education enable them to command considerable respect and influence in the towns. In the rural tracts, however, their position as well as that of other non-agricultural castes and tribes, including menials and professional groups, is one of distinct social inferiority. They all live in greater or less dependence upon landholders whose *hamsayas* (tenants) they are and to whom they continue to render customary services as such.

Pathans.

50. The figures in the margin show the distribution of the Pathans in the five settled districts. They predominate in the three northern trans-Indus districts of the province. More than half their total population is concentrated in Peshawar where 56 out of every one hundred persons are Pathans. They are found in the highest proportion, however, in the Bannu District where about two-thirds of the total population are Pathans. A little less than half the total population (48 per cent.) of Kohat have returned themselves as belonging to one or other of the Pathan divisions. The northern and southern districts of the Province have a very small proportion of Pathans, the proportions being less than 9 per cent. in Hazara and 22 per cent. in Dera Ismail Khan. The population of Pathans in the five districts of the province advanced by 5 5 per cent. during the last decade, which is due partly to natural growth and partly to false returns by a considerable number of persons of lower castes anxious to include themselves in the dominant caste. Of the principal Pathan tribes, as in 1911, the Khattaks have returned the largest number (122,576) and the Yusafzais come next with a population of 105,538 souls. While Kohat is the home of the former and Peshawar of the latter, Khattaks are found also in large numbers in the Peshawar District and a considerable number of Yusafzais were enumerated in Hazara. All the Marwats (73,287) were returned from the Bannu District where they are practically confined to the Tahsil to which they have given their name. Of the other tribes Mohmands (66,606), Afridis (27,156) and Mahmandzais (32,359) are practically confined to Peshawar, Waziris (59,175) to Bannu and Dera Ismail Khan, Bannuchis (34,799) to Bannu, Bangashes (32,462) to Kohat and Gaduns (21,292) to Hazara. Besides these the bulk of the Ghilzais (19,604), who are almost all of them Powindahs, were returned from Dera Ismail Khan. Of the other minor sections of Pathans the Daudzais (10,866), Gigianis (14,071), Khalils (18,647) and Utman Khels (7,829) are found in the Peshawar District and Gandapurs (14,508), in Dera Ismail Khan. The total number of Pathans who had not returned their tribe and who are consequently shown under the comprehensive heading "Other Pathans" is 200,570.

*Pathan Population.*

| District. | Total. |
|---|---|
| All districts ... ... | 884,269 |
| Hazara ... ... | 55,802 |
| Peshawar ... ... | 510,087 |
| Kohat ... ... | 103,406 |
| Bannu ... ... | 158,233 |
| Dera Ismail Khan ... ... | 56,741 |

## The Non-Pathan Races.

### *Muhammadans.*

51. The figures in the margin show the strength of the numerically important Non-Pathan Muhammadan castes and tribes enumerated in the settled districts and trans-frontier posts. Of these the Awans, Gujars, Jats, Saiyids and Tanaolis are the most numerous. Next to the Pathans, the Awans are in point of numbers the most important Muhammadan tribe in the Province, and they are most numerous in Peshawar and Hazara, which districts have returned 91 per cent. of their total provincial population. They are an agricultural tribe who describe themselves as of purely foreign origin, descendants of one Kutabshah, who was descended from Ali. The word Awan is also a Sanskrit word, meaning a defender or protector. It is also the name of a sub-caste of Jats in Rawalpindi, Multan and other districts of the Punjab. Awans have got no less than 241 sub-castes in common with Rajputs, Jats, Brahmins, Khatris and Aggarwals. All these circumstances coupled with the Hindu names of their ancestors as

*Statement.*

| | |
|---|---|
| Arain ... ... | 3,119 |
| Awan ... ... | 253,472 |
| Baluch ... ... | 26,854 |
| Bhatiara ... ... | 7,809 |
| Chamar ... ... | 2,797 |
| Chuhra ... ... | 16,692 |
| Darsi ... ... | 6,080 |
| Dhobi ... ... | 18,373 |
| Gakkhar ... ... | 8,391 |
| Gujar ... ... | 85,247 |
| Jat ... ... | 94,232 |
| Jhinwar ... ... | 1,160 |
| Jolaha ... ... | 35,163 |
| Karal ... ... | 21,823 |
| Kashmiri ... ... | 15,888 |
| Khoja ... ... | 2,154 |
| Kumhar ... ... | 24,020 |
| Lohar ... ... | 29,816 |
| Machhi ... ... | 2,251 |
| Maliar ... ... | 7,956 |
| Mallah ... ... | 4,470 |
| Mirasi ... ... | 15,402 |
| Mishwani ... ... | 4,407 |
| Mochi ... ... | 28,487 |
| Moghal ... ... | 10,675 |
| Nai ... ... | 27,109 |

| | | | |
|---|---|---|---|
| Paracha | ... | ... | 13,560 |
| Penjara | ... | ... | 2,385 |
| Qassab | ... | ... | 11,755 |
| Qureshi | ... | ... | 26,739 |
| Rajput | ... | ... | 12,328 |
| Rangrez | ... | ... | 4,847 |
| Saiyid | ... | ... | 90,605 |
| Sarara | ... | ... | 9,027 |
| Sheikh | ... | ... | 16,070 |
| Sonar | ... | ... | 14,686 |
| Swathi | ... | ... | 56,904 |
| Tanoli | ... | ... | 69,560 |
| Tarkhan | ... | ... | 33,615 |
| Teli | ... | ... | 11,446 |
| Turk | ... | ... | 6,552 |

well as the fact that Brahmins act as priests to a good many Awan families in the Punjab, who retain still their Bhats (bards), point very definitely to their Hindu origin. The Gujars are an agricultural and pastoral tribe. They are mostly Muhammadans, only a small proportion (343 out of 85,590) being returned as Hindus. The bulk of the tribe are residents of Hazara but their number in Peshawar is also considerable. Gujari is their tribal dialect but only 22,637 Gujars returned this dialect as their mother tongue. Residing chiefly in the hills of the Hazara District, they are among the most backward and ignorant sections of the population in the settled districts. The bulk of the Jat population of the Province are Muhammadans and are found in the Dera Ismail Khan District where they are a dominant agricultural tribe. The Hindu and Sikh Jats of the Province are mostly employed in the Army and are temporary immigrants. The Jats are supposed to be a Scythian tribe who settled in Dera Ismail Khan and the Punjab about the beginning of the Christian era. The term is sometimes used, like the word Baluch, as a synonym for camel driver, and any agriculturist in the south of the Province who is neither a Pathan nor a Baluch is called a Jat. The Saiyids, a Muhammadan agricultural tribe, scattered throughout the Province, numbered at the census 90,605 souls, of whom 42,637 were enumerated in Hazara and 21,939 in Peshawar. The Tanaolis, numbering 69,560, are mostly residents of Feudal Tanawal in Hazara. There are 56,904 Swathis in the Province. They are a group of Muhammadan tribes who claim Pathan descent, but are probably of heterogeneous origin. They are practically confined to Hazara which the inhabitants of the Swat Valley invaded in the 17th century and gradually overran Pakhli. Of the other non-Pathan Muhammadan tribes Dhunds are confined to Hazara and Baluches to Dera Ismail Khan, while Qureshis are scattered all over the Province. Lohars, Mochis, Nais, and Tarkhans are functional castes, of whom very small numbers are Hindus and the rest Muhammadans.

### *Hindus.*

52. The Hindus in the Province have made what at first sight appears to be a remarkable advance in numerical strength during the last intercensual period. While the total population of the settled districts advanced by 2·5 per cent. during the decade, the Hindus showed an improvement of no less than 25 per cent. during the same period and their proportion to the total population advanced from 5·5 to 6·7 per cent. This sudden rise in the numerical strength of this community is, however, apparent rather than real, being due in the main to the presence of a large number of Hindu troops and followers concentrated in the Province on account of the disturbed border and tribal lawlessness at the time of the 1921 Census. Another important cause of the increase of the Hindus is to be found in the fact that in 1911, just before the Census, a large number of Hindus left the Province temporarily, which reduced their population at the 1911 Census by 7 per cent., although the population of the Province as a whole advanced by 7·6 per cent. in the decade 1901-1911.

The importance of the Hindus as a community does not depend upon their number which is almost insignificant. Out of a total population of 2,251,340 enumerated in the settled districts, only 149,881 are Hindus. The bulk of the trade and commerce of the Province is in their hands, and they are naturally concentrated in the towns. Their influence and position in the Province are, on account of their wealth, education and enterprise, out of proportion to their numerical strength. Although for every Hindu in the Province there are 15 Muhammadans, the total number of literate Hindus is larger than that of Musalmans who can read and write and in the matter of English education the Hindus are far ahead of their Musalman brethren. By far the largest portion of the income-tax of the Province comes from the pockets

of the Hindus, just as the bulk of the land revenue is paid by Musalmans. The proportion of Hindus increases as we go from north to south. The proportion to every 10,000 of population is 418 in Hazara, 531 in Peshawar, 602 in Kohat, 953 in Bannu and 1,508 in Dera Ismail Khan and 666 in the whole Province.

The figures in the margin show the strength of the principal Hindu castes in the Province, of which the Aroras and Khatris are by far the most numerous. Their principal occupation is trade but considerable numbers are also employed in the Government Civil and Military services. Dera Ismail Khan accounts for about one-third of the total Arora population in the Province, while a little less than half the Khatris recorded at the present Census were concentrated in Peshawar. Brahmins are hardly distinguishable from Aroras and Khatris, so far as occupations are concerned, except that in Hazara a considerable number of Brahmins are agriculturists who cultivate land with their own hands. Bhatias are concentrated in the two southern districts of the Province where they are an important trading community, only a negligible number being found in Government service. Hindu Jats and Rajputs contain a very small proportion of females and are for the most part temporary immigrants employed in the Army.

| | Male. | Female. | Total. |
|---|---|---|---|
| Arora ... | 39,551 | 23,030 | 62,581 |
| Khatri ... | 27,190 | 13,770 | 40,960 |
| Brahmin ... | 13,119 | 7,166 | 20,285 |
| Bhatia ... | 6,120 | 4,166 | 10,286 |
| Rajput ... | 5,518 | 961 | 6,479 |
| Jat ... | 1,945 | 55 | 2,000 |

*Sikhs.*

53. A considerable proportion of the Sikhs in this province belong to the Army or other Government services and are, therefore, mostly immigrants from the Punjab. As in the case of Hindus the indigenous Sikhs are for the most part traders. The total number of Sikhs enumerated in the districts and transborder posts advanced from 31,459 to 32,898 during the last decade, being an increase of 5 per cent., but if we exclude the transborder figures which relate almost entirely to Sikh soldiers and followers, who are immigrants, the Sikh population of the districts will be found to have declined from 30,345 in 1911 to 28,040 in 1921, a decrease of 8 per cent. The highest proportion of Sikhs is found in Peshawar (169 per 10,000 of population) which contains more than 55 per cent. of the total Sikh population of the districts. The Sikhs in the Province are in a microscopic minority, their proportion to every 10,000 of population being only 125, but in point of education and business enterprise they are on the same level with the Hindus. The most striking point in connection with the Sikh figures is the overwhelming preponderance of males in the community. For every 100 females there were 324 males in 1901, 201 in 1911 and 257 in 1921. This is evidently due to a large number of Sikhs in the Province being temporary immigrants, who are employed in the Army or other departments of Government and are generally not accompanied by their female relatives.

Language.

54. The predominant language of the North-West Frontier Province is Pashto, which, like Balochi, is an Iranian tongue, though it appears to possess many Indian (Punjabi) words. It has two main dialects, the northern, hard, or Pakhtu, and the southern, soft, or Pashto. The dividing line of the two dialects runs eastward from Thal through the Kohat District almost to the Indus, but it then turns northward, as the speech of the Akora Khattaks belongs to the southern or Pashto dialect. Thus Pakhtu is spoken in Bajaur, Swat and Buner, and by the Yusafzais, Bangash, Orakzais, Afridis and Mohmands, while the Khattaks, Wazirs, Marwats, and various minor tribes in the south speak Pashto. It has been asserted that this division of the language corresponds roughly with the tribal systems of the Pathans, those who speak the hard or northern Pakhtu having a tendency to an aristocratic form of government, while the Pashto-speaking branch is intensely democratic in organization.

The classical dialect of the Pakhtu is that of the Yusafzais, in which the earliest works in the language were composed. It is the purest and clearest form of Pashto, and that of the Utman Khel differs but little from it. The Bajaur people also speak a pure form of the language, but have a marked accent of their own. The Afridi Pashto is characterised by a peculiarly broad accent.

The Orakzais speak even broader Pashto than the Afridis and talk more rapidly, their speech being less guttural. The differences, moreover, are not confined to the pronunciation, but extend to the vocabulary.

The Wazirs have several dialects which are probably less removed from the speech of the original Pathans than the now standard dialect of Peshawar.

**Number Pushto speakers.**

55. While Pashto is the mother tongue of practically the whole estimated population (2,770,666 souls) of the transborder tract which comprises five agencies as well as five tribal areas, the speakers of this language in the settled districts constitute 53 per cent. of the total population. It is returned by 1,209,523 persons in the enumerated area of the province which consists of the five district as well as transborder posts. Peshawar, Bannu and Kohat are the only districts where Pashto is the dominant language. About 4/5ths of the total population of these three districts ordinarily speak it at their homes. More than half the number of Pashto speakers (61 per cent.) in the Province belong to Peshawar where about 81 per cent. of the total population have returned this language as their mother tongue. Bannu has, however, the highest proportion of Pashto speakers (82 per cent.), although its contribution to the total Pashto speaking population of the enumerated area is only 17 per cent. Of the three Pashto speaking districts Kohat has the smallest proportion of Pashto speakers where a little less than 80 per cent. of the people claim this language as their mother tongue. The proportion of Pashto speakers in every 100 of population is 23 in Dera Ismail Khan, 5 in Hazara and 17 in the transfrontier posts. In Peshawar, Bannu and Kohat Pashto is the language of the rural tracts just as Hindko is spoken in urban areas. The language of the Hindus, however, is Hindko throughout the Province, although in Pashto speaking tracts they are bilingual and can talk fluently in both Hindko and Pashto. In the same way Awans of Peshawar can speak Hindko as readily as Pashto, but they have generally returned the latter language as their mother tongue.

**Lahuda or Western Punjabi.**

56. In the last two districts the common language of the people is the tongue known to philologists as Lahuda or Western Punjabi. It is rather a group of connected dialects than a language with a definite standard, and has been described locally by many names, Derawal, Jathi, Multani, Hindki, and in the districts where Pathans predominate, Hindko. The people themselves commonly returned it at the census as Punjabi, thus giving rise to some embarrassment, for there are a certain number of speakers of the true Punjabi (immigrants) contained in the Province, though the bulk of those making this return speak a language quite distinct from Punjabi. Both Punjabi and Lahuda are members of the Indian (Sanscritic) branch of the Indo-European Linguistic family, but while the latter is classed by Dr. Grierson as one of the Western group of the Indian branch, the former is attributed to a distinct North-Western group. Lahuda, with Punjabi, is spoken by 50 per cent. of the population of the Province (British territory). But there are great local variations. In Hazara as many as 558,579 of the inhabitants speak one or other of these two tongues (mainly Lahuda), and in Dera Ismail Khan the figure is as high as 185,152. In Peshawar, on the other hand, it is only 113,991 and in Kohat and Bannu only 30,955 and 37,891 respectively. At the census Punjabi was returned by only 85,159, and Hindko and its dialects (Lahuda) by 940,972

persons, but it is estimated that only 35,159 (immigrants) are speakers of the true Punjabi, and that the balance (50,000 persons) should be classed as Lahuda speakers. The language therefore possesses, in the Province as a whole, little less importance than Pashto itself.

**Other languages.**

57. Out of 2,294, 263 persons enumerated in the districts and transborder posts, no less than 2,235,654 persons speak Pashto, Hindko or Punjabi. Of the remaining 58,609 persons who speak other languages, 22,637 returned Gujari and 222 Kohistani as their language. Both Gujari and Kohistani are provincial vernaculars.

**Gujari.**

The Gujars of the Hazara hills and neighbouring tracts have a language peculiar to themselves which is a dialect of Rajasthani, its grammar being the same as that of the language of Jaipur in Rajputana. The number of Gujari speakers declined from 53,021 in 1901 to 25,641 in 1911 and to 22,637 in 1921, which shows clearly that under the influence of Hindko, the dominant language, Gujari is slowly but surely dying out Practically all the Gujars of Hazara are bilingual and can express themselves also in Hindki (Lahuda) with greater or less fluency, according as they come more or less in contact with the Lahuda speaking people, by whom they are surrounded and with whom they have daily dealings.

**Kohistani.**

Kohistani was returned by only 222 persons in Hazara. It is the name given to a group of languages spoken in the Indus Kohistan as well as in the Swat and Panjkora Kohistan by people who have not yet adopted Pashto as their mother tongue.

**Hindustani.**

Of the extra-provincial vernaculars, Hindustani is by far the most important and it is used by 12,695 persons, of whom 6,041 are found in Peshawar, 2,280 in Kohat, 445 in Hazara and 48 in Bannu.

**Persian.**

Persian is spoken by 2,469 persons who are mostly immigrants from Kabul, of which country it is the court language.

**Gorkhi.**

Gorkhi or Naipali is spoken by 5,892 Gurkhas who are mostly employed in the Gurkha regiments stationed at Abbottabad and other places in the Province.

**English.**

English is the only European language spoken in the province and it is spoken by 11,871. No less than 7,137 English speakers are found in Peshawar which, being the headquarters of the Province, contains the bulk of the British population.

## Transborder Tribes.

58. The transborder tract contains five Political Agencies, which are under the charge of Political Agents, and are known respectively as the Malakand (Dir, Swat and Chitral), Khyber, Kurram, Tochi, and Wana Agencies together with areas known as Tribal Areas under the political control of the Deputy Commissioners of the five settled districts. As in 1911, only the population of British posts (54,470) in this tract was enumerated at the recent census, the figures for the rest of the population of this region (2,770,666) being merely a rough estimate. The statement in the margin gives an idea of the estimated and enumerated population of each agency and tribal area. In order to complete a brief account of the tribes of the Province a rough description of the tribes inhabiting each agency and tribal area is given below.

*Population.*

| Agency or tribal area. | Enumerated. | Estimated. |
|---|---|---|
| Transborder tract ... | 54,470 | 2,770,666 |
| Agencies— ... | 48,527 | 1,437,055 |
| Malakand (Dir Swat, and Chitral) ... | 6,060 | 859,800 |
| Khyber ... | 9,054 | 218,055 |
| Kurram ... | 4,072 | 99,070 |
| Tochi ... | 6,559 | 132,300 |
| Wana ... | 22,722 | 127,830 |
| Tribal areas under the political control of the Deputy Commissioners of — | 5,943 | 1,333,611 |
| 1. Hazara ... | ... | 146,656 |
| 2. Peshawar ... | ... | 1,034,015 |
| 3. Kohat ... | ... | 116,600 |
| 4. Bannu ... | 34 | 11,000 |
| D.I. Khan ... | 5,909 | 25,340 |

59. The marginal statement gives the estimated population of the various tribes found in the Malakand Agency. Of these numerically the most important are the Utman Khel, Malazai, Baizai, Tarkanis, Salarzai, Mamunds, Khawazazai and Ranizai. The Utman Khel is a powerful tribe, probably Pathan, of the Kodai branch of the Karlanri. They occupy the mountainous tract between the Rud and Ambhar rivers, and thence extend eastward between the Swat river and the Peshawar District as far as the Ranizai and Sam Ranizai borders. They attached themselves to the Yusafzai and Mandanr when the latter migrated from their seats on the North-West of the Sulaiman range to the tract round Lund at the foot of the hills in the present Peshawar District whence they occupied their present home in the 16th century. A portion of the tribe still dwells in the country round Lund Khwar and has become separated from the rest of the parent tribe. The Utman Khel comprise many septs which are constantly at feud with one another. The Malezai is a division of Yusafzai, descended from Mali, son of Yusaf. They occupy the lower portion of the Buner valley to the end of the Buner ridge, and the left bank of the Barandoh river and the western slopes of the Domoh mountain. They are also found in the Panjkora tract. The Baizai are a section of the Akazai clan of the Yusafzais, who mostly inhabit the south bank of the Swat river beyond the British border. The Babuzai is a sub-division of this tribe and the Khawazazai is similarly a section of the Akozai Yusafzais inhabiting the country on the right bank of the Swat river. The Ranizais are a heterogeneous community of Swathi, Bajazai, Khattak and Utman Khel Pathans who occupy the long narrow strip of country which runs between the hills which form the southern boundary of Swat and the border of British India. Of this strip the hilly part is called Garh and the plain Sam. Till recent years the latter tract formed part of the territory of the Ranizai tribe of Lower Swat, but that tribe preferred the climate of Swat and left Sam Ranizai to its tenants and dependents. These, however, soon threw off their allegiance to the Ranizai and have held the tract as owners being known as Sam and Garh Ranizai respectively. Necessity has made Sam Ranizai a united people. The Tarkanis are a Pathan tribe, akin to the Yusafzai, who overran Bajaur about the end of the 16th century and now hold its several valleys. The Salarzai and Mamunds are septs of the Tarlani tribe, the former occupying the Chaharmung and Babukara valleys and the latter the Watalai valley.

| Serial No. | Tribes. | Approximate population. |
|---|---|---|
| 1 | Khawazazai ... ... | 46,250 |
| 2 | Khadakzai ... ... | 2,000 |
| 3 | Talash Dush Khel ... | 14,500 |
| 4 | Malazai ... ... | 135,000 |
| 5 | Punjkora Kohistan ... | 34,000 |
| 6 | Tarkanis ... ... | 59,500 |
| 7 | Salarzai ... ... | 68,000 |
| 8 | Mamunds ... ... | 70,000 |
| 9 | Utman Khel ... ... | 162,650 |
| 10 | Baizai (Upper Swat) ... | 87,750 |
| 11 | Baizai (Lower Swat) ... | 15,000 |
| 12 | Ranizai (Lower Swat) ... | 44,200 |
| 13 | Jinki Khel, Ghorband, Kanra and Bar Kanra ... | 14,300 |
| 14 | Mians of Laluri ... | 3,000 |
| 15 | Azi Khel of Chakesar ... | 4,160 |
| 16 | Babusai of Puran ... | 8,490 |
| | Total Malakand Agency ... | 769,800 |
| | Total Chitral Sub-Agency ... | 90,000 |
| | Grand Total ... | 859,800 |

60. The estimated population of the tribes under the political control of the Deputy Commissioner of Hazara is given in the margin. Of these the most important are the Swathis and the Chagharzais. The Swathis claim Pathan descent, but they are probably of heterogeneous origin. Originally inhabitants of the Swat valley the Swathis invaded Hazara during the 17th century and gradually overran Pakhli. The Swathis of Hazara are divided into two branches, Utli (upper) Pakhli and Tarli (lower) Pakhli. The former hold the Kajan, Balakot, Garhi Habibullah, Mansehra, Shinkiari, Bhogarmang and Konsh tracts, together with Nandihar and Thakot in Independent territory; the latter occupy the Bhair

Tribes of the Hazara border.

*Tribes of the Hazara border.*

| Tribe. | Estimated population. |
|---|---|
| Hassanzai ... ... | 12,400 |
| Akazai ... ... | 8,188 |
| Mada Khel ... ... | 11,000 |
| Chagharzai ... ... | 37,564 |
| Swathi ... ... | 74,904 |
| Utmanzai ... ... | 2,600 |
| Total ... | 146,656 |

Kund and Agror tracts, together with Tikri and Daishi across the border. The Chagharzai are a tribe of Yusafzai Pathans who inhabit both banks of the Indus above Buner. The Hassanzai, Akazai, and Mada Khel are clans of the Isazai section of Yusafzai; they hold the north-east slopes of Mahaban and the mountainous country on both sides of the Indus in Hazara and the Gadun valley. The trans-Indus Utmanzai living near Tarbela belong to one of the four branches of Mandanr Pathans found in Hazara and Peshawar.

**The Khyber Agency.**

61. The estimated numerical strength of the tribes living in the Khyber Agency is shown in the margin. They are mostly Afridis who are divided into eight main sections, the Zakka Khel, Malikdin Khel, Qambar Khel, Kuki Khel, Sepah, Kamrai, Aka Khel and Adam Khel of Tirah. With the exception of the Adam Khel, the whole of the Afridi tribe is migratory, remaining in the highlands of Tirah in summer and descending to the Kajuri, Bazar, and Khyber valleys in winter. They command the Khyber and Kohat passes and are decidedly the most important tribe on the Peshawar border. Although Dr. Bollen identifies the Afridi with the Aparytæ of Herodotus, the Pathan historians trace his descent from Barhan, son of Kakai, grandson of Karlanri, by his son Usman surnamed Afridi. The Shilmanis, who live on the south bank of the Kabul river, are a Tajik tribe, erroneously styled Dihgan (husbandman). The Shinwari are the only branch of the descendants of Kansi, third son of Karshabun, who still retain a corporate existence as a tribe. They lie west of the Mullagori, who live on Tartara, which overlooks the Khyber pass.

| | *Tribe.* | *Estimated population.* |
|---|---|---|
| 1. | Zakha Khel ... ... | 30,770 |
| 2. | Kuki Khel ... ... | 34,900 |
| 3. | Malikdin Khel ... ... | 35,760 |
| 4. | Qambar Khel ... ... | 51,355 |
| 5. | Kamar Khel ... ... | 9,780 |
| 6. | Sepah ... ... | 9,300 |
| 7. | Aka Khel ... ... | 22,555 |
| 8. | Shinwari ... ... | 11,895 |
| 9. | Shilmanis ... ... | 6,095 |
| 10. | Mullagoris ... ... | 5,645 |
| | Total ... | 218,055 |

**The tribes of the Peshawar border.**

62. The marginal statement gives the estimated strength of the tribes under the political control of the Deputy Commissioner of Peshawar. They are mostly Mohmands, a branch of the Ghoria Khel Pathans, who inhabit the hilly country to the north-west of Peshawar between the Kabul and Swat rivers. They are divided into six clans, namely the Tarakzai, Halimzai, Baizai, Khwazai, Utmanzai, and Dawezai. The Musa Khel are a section of the Baizai clan and the Isa Khel, the Usman Khel and Sepahai, and Burhan Khel are branches of the Tarakzai clan. The Laman and Ambahar are sections of the great Utman Khel tribe. The Safi are a tribe of doubtful Pathan origin, and were originally vassals of the Mohmands. The Salarzai, Ashazai, and Gadarzai are sections of Iliaszai-Yusafzai (Bunerwals) and the Nurazai are a section of the Malizai Yusafzai. The Chamlawal inhabit the Chamla valley and the Khudu Khel represent a section of the Sadozai division of the Utmanzai-Mandanr Yusafzai.

| | *Tribe.* | *Estimated population.* |
|---|---|---|
| 1. | Musa Khel ... ... | 60,000 |
| 2. | Tarakzai ... ... | 15,000 |
| 3. | Kamali Halimzai ... ... | 7,000 |
| 4. | Gaidab Halimzai ... ... | 13,000 |
| 5. | Burhan Khel ... ... | 5,000 |
| 6. | Isa Khel, Mandi Khel ... | 5,750 |
| 7. | Dawezai ... ... | 7,500 |
| 8. | Utmanzai ... ... | 4,650 |
| 9. | Usman Khel and Sepahai ... | 60,000 |
| 10. | Khwazai ... ... | 15,000 |
| 11. | Laman Utman Khel... ... | 7,500 |
| 12. | Ambahar Utman Khel ... | 19,900 |
| 13. | Safi ... ... ... | 25,000 |
| 14. | Shinwari ... ... | 10,000 |
| 15. | Hasan Khel Afridi ... ... | 11,500 |
| 16. | Abu Khel Afridi ... ... | 5,000 |
| 17. | Salarzai ... ... | 34,000 |
| 18. | Gadarzai ... ... | 96,100 |
| 19. | Ashazai ... ... | 61,110 |
| 20. | Nurazai ... ... | 85,760 |
| 21. | Daulatzai ... ... | 24,985 |
| 22. | Nasozai ... ... | 46,100 |
| 23. | Chagharzai ... ... | 134,635 |

**Tribes of the Kurram Agency.**

63. The details of the estimated population of the Kurram Agency are shown in the margin. The dominant tribe in the protected area of the agency are the Turis. They, according to some authorities, are a tribe of Punjabi origin, who from their home at Nilab on the banks of the Indus in the Attock District gradually forced their way north. The Turi tradition would, however, trace their original home to Persia from where they were driven and wandered in nomadic

| | | |
|---|---|---|
| The Kurram Valley | ... ... | 52,000 |
| Transborder tracts | ... ... | 39,670 |
| Ghilzais | ... ... | 7,300 |
| | Total ... | 99,070 |

fashion till they came to Ariob and the adjacent country at the top of the Kurram Valley and gradually replaced the Bangash in the Kurram. The Orakzai, the Zaimusht, the Bangash and the Chamkani are the other important tribes of the agency. The Orakzai (The "lost tribes") is a clan of obscure origin and it is doubtful if they are true Pathans, though they are said to belong to the Karlanri race. The Chamkanis are probably Ghoria Khel Pathans. The Zaimusht claim to be Tarin Pathans. The Bangash, who are both Sunni and Shia, as against the Turis who are entirely Shia, are regarded as a Quraish tribe of Arab origin.

Tribes of the Kohat-border.

64. To the total estimated tribal population of 116,600 under the control of the Deputy Commissioner of Kohat the Adam Khel contribute 25,000 and the Orakzai 91,600 souls. The Adam Khel are one of the eight principal clans of the Afridi Pathans. The Orakzais claim descent from a Persian prince Sikandar Shah who was exiled from his father's kingdom and took refuge with the Muhammadan king of Kohat who employed him to subdue the Tirahis of Tirah, who were then Hindus ruled by Rajas and divided into two branches, Dilazaks and Parbali. Bellew assigns common origin to Orakzai, Afridi, and Bangash.

Tribes of the Tochi Agency.

65. The estimated population of the various tribes inhabiting the Tochi Agency is shown in the margin. The Mada Khel, Kabul Khel, Tori Khel, Manzar Khel, Momit Khel, Bakka Khel and Jani Khel belong to the Utmanzai section of the Darwesh Khel Wazirs, one of the two main branches of the Wazir tribe of Pathans. The Gurbaz are also of the same origin as the Wazirs being the descendants of Gurbaz, brother of Musa, who was the common ancestor of the Darwesh Khel Wazirs, and of Mahsud to whom the Mahsuds trace their origin. The other important tribe of the agency are the Daurs who occupy the Daur valley. They are addicted to *charas* smoking and are by repute the laziest and dirtiest of all the Waziristan tribes.

| *Tribe.* | *Estimated Population.* |
|---|---|
| 1. Daurs ... | ... 35,150 |
| 2. Mada Khel Wazir | ... 17,500 |
| 3. Kabul Khel ... | ... 23,900 |
| 4. Tori Khel ... | ... 22,700 |
| 5. Manzar Khel ... | ... 2,500 |
| 6. Momit Khel ... | ... 17,500 |
| 7. Bakka Khel and Jani Khel | 1,750 |
| 8. Saidgi, Kharsin and Gurbaz | 5,900 |
| Total ... | 182,300 |

Tribes of the Bannu border.

66. The population of the transborder tribes under the political control of the Deputy Commissioner of Bannu is estimated to be 11,000 persons. They are mainly Wazirs of the Darwesh Khel branch, only a section of the Bhittanis, numbering 35,000, being included in the number.

Tribes of the Wana Agency.

67. The estimated strength of the tribes of the Wana Agency is shown in the marginal table. The dominant tribe are the Mahsuds who constitute about 62 per cent. of the total estimated population of the agency. The numerical importance of the Ahmadzai Wazirs who are a section of the Darwesh Khel is second only to that of the Mahsuds. The Wazirs are divided into two main branches, the Mahsuds and Darwesh Khel Wazirs. The whole of the Bannu portion beyond the border is occupied by the Darwesh Khel Wazirs, while south of them, along the Dera Ismail Khan border behind the Bhittani country and as far south as the Gomal Pass, lie the Mahsud clan of the same tribe. The Wazirs are descended from Sulaiman whose son Wazir was the ancestor of the tribe. The original home of the tribe was in the Birmal hills, west of the Khost range. Wazir's son Khidrai had three sons, Musa, Mahsud and Gurbaz, From his religious turn of mind Musa was nicknamed Darwesh and from him descended the Darwesh Khel. Mahsud gave his name to the Mahsud clan who are descended from him, and the Gurbaz section, as already noted, are the representatives of Gurbaz. The name Wazir is, among the tribesmen, more generally applied to the Darwesh Khel section only, the Mahsuds being treated as separate tribe. The Wazirs are one of the most powerful and troublesome tribes on the border, the Mahsuds being pre-eminent for turbulence and lawlessness. They are exceedingly

| *Tribe.* | *Estimated Population.* |
|---|---|
| 1. Mahsuds ... | ... 78,600 |
| 2. Urmars ... | ... 5,000 |
| 3. Suleman Khel | ... 11,250 |
| 4. Dotanis ... | ... 5,000 |
| 5. Ahmadzai Wazirs | ... 27,980 |
| Total ... | 127,830 |

democratic and have no recognised headmen. The Sulaiman Khels and the Dotanis are Ghilzais, and form part of the Powindah caravans which visit British territory every winter through the Zhob and Gomal valleys. Considerable doubt exists regarding the origin of the Urmar tribe which is increased by the fact that they have a language of their own, called Urmari or Barjista, which is an East Iranian tongue. The tribe has a tradition that they came from Yemen.

The tribes of the Dera Ismail Khan border.

68. The tribes under the political control of the Deputy Commissioner of Dera Ismail Khan are not of very great importance from a numerical point of view. Their total strength is estimated at 25,340 persons, of whom 13,175 are Bhittanis, 9,915 Sheranis, and 2,250 Ustranas. The Bhittanis are the descendants of Baitan, third son of Kais. They occupy the country between Waziristan and the Dera Ismail Khan District. Dhanna, Tatta and Warspun are the three sections of the Bhittanis. Although classed as an Afghan tribe, the Ustranas are descended from a Saiyid who settled among the Sherani Pathans and married a Sherani woman. The Sherani Pathans have been settled from of old in the mountains about the Takht-i-Suleman. They are by descent Sarhani Afghans and are divided into two main groups, the Bargha or highland and the Largha or lowland. The origin of the name is obscure, but Farishta mentions Shivaran, as a country in the borders of the Punjab.

## 8. Changes in the Administration.

69. No changes occurred in the administration. The Hon'ble Sir John Maffey, K.C.V.O., C.S.I., C.I.E., remained in charge of the office of the Chief Commissioner and Agent to the Governor-General throughout the year under report.

## 9. Frontier Affairs.

70. The Border Administration forms the subject matter of a separate report.

# CHAPTER II.

# ADMINISTRATION OF THE LAND.

## 1. Realization of the Revenue.

[ Further details will be found in the Provincial Report on the Administration of Land Revenue for 1920-21.]

Demand and Collections.

71. *Fixed Land Revenue.*—The demand for the year was Rs. 18,96,765 against Rs. 19,01,830 in the preceding year. The total collections amounted to Rs. 14,62,782, or 77·1 per cent. of the demand, leaving a balance of Rs. 4,33,983 at the close of the year. Of last year's outstanding balance Rs. 87,297 were collected, leaving a balance of Rs. 25,916, a detail of which is as follows :—

| | Rs. |
|---|---|
| Under suspension ... ... ... | 4,527 |
| Not under suspension ... ... ... | 13,814 |
| Irrecoverable ... ... ... | 7,575 |
| Total ... | 25,916 |

Owing to the severe and general failure of crops in the districts of Hazara, Peshawar, Kohat and Bannu, the collections could not be made on due date and efforts are being made to collect the arrears.

72. *Fluctuating and Miscellaneous Land Revenue.*—The collections on account of fluctuating and miscellaneous land revenue were Rs. 68,532 and Rs. 82,522, respectively, against Rs. 1,64,386 and Rs 82,450 in the previous year. The large decrease of Rs. 95,854 in fluctuating land revenue is mainly confined to Dera Ismail Khan District where cultivation depends so much on the hill torrents and minor canals and where a fluctuating system of revenue exists throughout the district. Thus, as elsewhere in the Province, the severe failure in the rainfall had disastrous consequences, with the result that the fluctuating demand dropped by 60 per cent. from Rs. 1,48,388 to Rs. 60,371. The districts of Hazara, Peshawar and Kohat also show decreases, but they do not call for any remarks, as the amount of fluctuating revenue involved is not large in these districts. There has been no important change under miscellaneous land revenue. Collections during the year under heads fluctuating and miscellaneous land revenue on account of previous years amounted to Rs. 8,873, leaving a balance of Rs. 25,528 at the close of the year.

Coercive processes.

73. *Coercive processes for collection of the land revenue.*—The total number of coercive processes issued for or against Lambardars was 1,786 as compared with 1,740 last year. The amount of arrears, for the realization of which processes were issued, was Rs. 3,62,390 against Rs. 3,08,365 in the preceding year. Actual recoveries through these processes amounted to Rs. 3,07,163 against Rs. 2,61,998 last year. In 53 cases it was necessary to resort to sales of movable and immovable property as a means of recovering balances of revenue. There were 17 cases of imprisonment against 58 in the preceding year.

## 2. Survey and Boundaries.

74. *Survey and boundary demarcation.*—The Rectangular Survey of 9 villages of the Swabi Tahsil was completed ; and in 15 villages of the same Tahsil it was nearing completion. Some difficulty has been experienced in recruiting Patwaris for this work. It is hoped these difficulties will be overcome, but at present the scope of the operations is much restricted by this difficulty and though with an adequate staff the work could be finished in a couple of years, it is now possible to deal only with a few villages at a time.

## 3. Land Records.

Establishment.

75. The total number of Patwaris and Assistant Patwaris was the same as last year, namely 897. Twelve Patwaris were dismissed and 101 reduced, suspended or fined for misconduct, absence without leave or neglect of duty as compared with 25 and 121 respectively in the preceding year. The general conduct and efficiency of Patwaris was as satisfactory as can be expected. This service continues to be unpopular, in spite of the substantial increases in emoluments granted. It does not attract men of higher educational qualifications, and so long as the present high prices and abnormal conditions of life exist, it is feared very little improvement in the service can be expected and discontentment will continue. Forty-nine per cent. of the total number of Patwaris belong to agricultural tribes; only 30 per cent. have passed the Middle School or Higher examination; but all permanent Patwaris and Assistant Patwaris have passed the qualifying Patwari Examination. Two new Kanungo candidates were accepted during the year under report as compared with 7 in the previous year. Both of these were Hindus and one was accepted from amongst the patwaris. The total number of Kanungo candidates on the list at the close of the year was 51 against 44 last year, 29 of whom were agriculturists. Nineteen have passed the Entrance or higher examination, 18 the Middle School and 32 the Kanungo examination.

Mutation work.

76. The number of mutations for disposal during the year amounted to 158,857 (including 31,428 brought forward from last year) against 162,176 in the preceding year. Of these 123,222 or 74 per cent. were attested and 35,635 remained pending at the close of the year. Mutation work was again heavy in the Hazara, Peshawar, Bannu and Dera Ismail Khan districts, where large arrears are outstanding. Owing to the severe distress which resulted from the abnormal period of drought the subordinate Revenue staff had their energies diverted to relief measurs—a fact which accounts for the heavy arrears in mutation work. An epidemic of cholera, followed by a severe malarial season in the Hazara District, aggravated matters in that district. Work in the Bannu District was also retarded by illness among the Revenue staff. However, the new year has opened auspiciously from the agricultural point of view and it is hoped a big improvement, in this respect, will be effected.

Annual Records.

77. The annual papers and detailed jamabandis were punctually prepared and filed in time in all the districts with the exception of 6 jamabandis in Hazara and 76 in Peshawar. Out of 776 jamabandis compiled during the year under report 307 were checked by Collectors and their Assistants as compared with 195 out of 802 in the preceding year.

## 4. Wards Estates.

General.

78. No new estate was taken over and none were released during the year under report. The number of estates under the Court of Wards was therefore the same as last year, *viz*., three — Agror and Khanpur in the Hazara District and Topi in the Peshawar District. The Khanpur estate was ripe for release on 1st October 1921, the ward Raja Manuchehr Khan having attained his majority, but the management has, at the ward's request, been extended for two years under Section 5 of the Court of Wards Act. The abnormal drought, which generally prevailed in the year under review, was particularly severe in the Hazara District, and the Khanpur and Agror estates — for want of fodder— parted with many plough cattle as a result of starvation or sale at cheap rates. The total area of the three estates under control was 27,509 acres as in the preceding year. The cultivated area amounted to 13,700 acres as against 13,734 acres last year. The decrease of 34 acres which occurred in the Agror estate was due to the drought. The total assets of the estates, taken together, at the end of the year under report, amounted to Rs. 50,81,780. When compared with the last year the Agror and Khanpur estates show decreases of Rs. 2,804 and Rs. 1,423, respectively, due to suspension or remission of rents.

The assets of the Topi estate were increased by Rs. 3,713 during the year. No new investments were made during the year under report. The total cash balance with the three estates on 30th September 1921 was Rs. 16,086 (Agror Rs. 3,316, Khanpur Rs. 3,705 and Topi Rs. 9,065). The attention of the Deputy Commissioner, Peshawar, is being invited to the necessity of converting the large cash balance in the Topi estate into some safe and profitable investment. The total liabilities of the estates at the close of the year amounted to Rs. 2,803 only, out of which Rs. 1,803 was due to Government on account of wards' rate and audit fees. The aggregate income of the three estates during the year was Rs. 41,585 as against Rs. 58,648 in the last year. The decrease, though shared by all the estates, is most marked in the Khanpur estate where the income fell by about 50 per cent. (from Rs. 26,578 to Rs. 13,849)—large remission and suspension having had to be granted consequent on the prolonged drought. The decreases of Rs. 2,098 and Rs. 2,236 in the Agror and Topi estates are due to delay in the recovery of rents, etc. The total expenditure in the year under report amounted to Rs. 48,679 only as compared with Rs. 1,02,718 in the preceding year. The reduction appears very large but is explained by the fact that there were no investments or other big items of special expenditure, like last year, in any estate. The total cost of management during the year was Rs. 6,225 as against Rs. 7,473 in the last year. When compared with the figures of the previous year the Khanpur estate shows a decrease of Rs. 1,527 in the cost of its managing staff which amounted to Rs. 4,280, but in spite of possible reductions made during the year in the pay and *personnel* of the establishment the percentage there is still high and is partly due to the fall in the income of the estate owing to failure of crops as explained above. The slight increase in the Agror estate is accounted for by the revision of pay of the establishment.

## 5. Revenue and Rent-paying Classes.

Advances to cultivators.

79. *Advances under the Land Improvement and Agriculturists Loans Acts (XIX of 1883 and XII of 1884).*—Rs. 93,372 and Rs. 8,75,125 were advanced under the Land Improvement Act and Agriculturists Loans Act against Rs. 33,800 and Rs. 2,17,687 in the preceding year. The increased advances of Rs. 59,572 under the Land Improvement Act are on account of the *Hijrat* movement, greater improvements in district canals and to the expansion of *Kilabandi* work in the Peshawar District; the severe drought also led to renewed energies towards the sinking of wells, digging of tanks and construction of bunds in the Kohat District. The severe drought, which practically extended over three harvests, finally terminated in August 1921, when good and widespread rain fell. This resulted in great agricultural activity. But as agriculturists had practically already disposed of their cattle, ploughs and seed stocks, heavy Takavi advances were called for. This accounts for the large increase (Rs. 6,57,518) in advances under the Agriculturists Loans Act Rs. 3,85,751 (Rs. 3,62,445 principal and Rs. 23,306 interest) were due for collection within the year. Of this Rs. 1,13,659 (Rs. 1,00,997 principal and Rs. 12,662 interest) were collected, Rs. 41,666 (Rs. 39,491 principal and Rs. 2,175 interest) were suspended, leaving Rs. 2,34,216 (Rs. 2,21,957 principal and Rs. 12,259 interest) overdue at the close of the year. Five certificates of protective leases were granted during the year and five new wells were sunk at private expense.

Punjab Land Alienation Act.

80. No changes were made in the grouping of agricultural tribes during the year under report. However at the close of the year the Punjab Alienation of Land (Amendment) Act was extended to the Kohat District and the question of its extension to the Peshawar District is under consideration. Permission for permanent alienation under Section 3 (2) of the Act was applied for in 64 cases during the year under report as compared with 75 in the previous year: of these 6 were granted, namely 1 in Hazara, 3 in Bannu and 2 in Dera Ismail Khan. The Bannu District cases included one for the

transfer of 13 kanals and 1 marla of land by an agriculturist woman in favour of a non-agriculturist Muhammadan; but only 9 kanals and 5 marlas were sanctioned in order to enable the applicant to pay off the debts of her deceased husband.

Mortgages and sales.

81. The total area mortgaged with possession amounted to 42,027 acres and the mortgage-money aggregated Rs. 40,40,290 against 57,239 acres and Rs. 45,21,514 respectively in the previous year. The decrease occurred principally in the Hazara and Bannu districts. On the other hand in Dera Ismail Khan the area mortgaged increased by 2,537 acres, while the mortgage-money decreased by Rs. 6,405, which was due to the decrease of 5 per cent. in the cultivated area mortgaged during the year under report.

The total area redeemed during the year amounted to 42,999 acres with a mortgage debt of Rs. 34,90,253 against 62,308 acres and Rs. 21,17,498 respectively in 1919-20. The Hazara and Bannu districts show a decrease in the area redeemed, while the Dera Ismail Khan District exhibits an increase. The mortgage-money discharged by redemptions was Rs. 5,50,037 less than the amount incurred by new mortgages during the year even though 972 acres more were redeemed. This was probably due to the failure of both the harvests. The average of the mortgage debt discharged works out to 126 per acre of cultivated land against 153 per acre on cultivated land newly mortgaged and shows an appreciation in the value of landed property. The total area sold during the year was 31,115 acres assessed at Rs. 8,428 as compared with 33,338 acres assessed at Rs. 11,142 in 1919-20. The purchase-money amounted to Rs. 54,49,458 against Rs. 31,06,460 in the previous year. In the Hazara District the area sold declined from 8,603 acres to 5,679 acres, but the sale price went up from Rs. 11,60,092 to Rs. 37,16,515 in the year under review, due to superior quality of land having been transferred. In the Bannu District the area sold and the value thereof decreased from 9,667 acres and Rs. 11,86,918 in the preceding year to 4,857 acres and Rs. 10,61,144 in the year under report, while in the Dera Ismail Khan District the area increased from 15,068 acres to 20,579 acres but the sale-price dropped from Rs. 7,59,450 to Rs. 6,71,799.

The total area redeemed during the year was 42,999 acres, of which 34,541 acres or 80 per cent. were redeemed by members of agricultural tribes as compared with 52,195 acres or 84 per cent. in the preceding year. The largest area amounting to 13,614 acres was again this year redeemed by Pathans in the Bannu District. In the Dera Ismail Khan District Jats, Gandapur, Kundi and other Pathans and in Hazara Awans, Gujars, Pathans, Swathis, Sayads and Tanaulis displayed most activity in redemptions.

# CHAPTER III.

# PROTECTION.

[ Further information on the subjects dealt with in this chapter will be found in the statistics of British India, Volume IV, Administration and Judicial (including area, population and Local Funds).]

## 1. LEGISLATIVE AUTHORITY.

Sources of Legislation.

82. The Legislative authority for the North-West Frontier Province is the Central Legislature.

## 2. Course of Legislation.

83. A Regulation specially concerning the Province, entitled Regulation No. IV of 1922, was issued during the year under review. It received the assent of the Governor-General on the 7th March 1922.

## 3. Police and Crime.

[ Further details will be found in the Provincial Police and Criminal Justice Administration Reports for the year ending 31st December 1921.]

General.

84. The figures for the year indicate little abatement in the steady rise of all classes of crime. The Province in general has not yet recovered from the disturbing effects of the Third Afghan War, the *Hijrat* upheaval, the Khilafat agitation and the Non-co-operation movement, and conditions were further complicated by the famine which prevailed for a prolonged period throughout an extended tract. Dacoities by transborder gangs decreased substantially as the result of improved political relations with the independent tribes; but the figures for murder again rose, showing that the quickening of the Pathan's instinct to destroy his enemy, a result engendered by the participation of a large proportion of the male population in the Great War, has been intensified to a high degree by the subsequent upheavals nearer home.

Police cases.

85. The total number of true cognizable cases dealt with by the police during the year was 7,357 as against 6,488 in 1920, an increase of 869 cases. Seven hundred and nineteen cases of murder were dealt with, involving an increase of 75 cases, of which a proportion would appear to be attributable to the extended possession of fire-arms. A total of 185 persons were kidnapped in 81 cases; the position in this respect can be regarded as satisfactory, regard being had to the unsettled condition in Waziristan. The new policy that has been initiated during the last quarter of the year in connection with outlaws has already markedly improved the situation and it is hoped that its full vigour will make itself unmistakably felt during the coming year. The work of the Criminal Investigation Department was most successful and a number of important cases were dealt with. In one case the interrogation of certain Mujahidin revealed the existence of an *anti*-Government conspiracy; certain arrests were accordingly made and 10 men received sentences, ranging from 7 years to 1 year, under Section 121-A, Indian Penal Code. An important Bomb Case was also investigated as a result of which considerable

light was thrown on the series of bomb outrages that have occurred in the Province since May 1919. In police working generally the percentage of cases convicted to true cases showed, for the first time in several years, definite signs of improvement.

Internal Administration.

86. The number of days spent on tour by gazetted officers amounted to about 129 days per officer. Gazetted Officers personally investigated an average of some 50 cases each. Of the 79 Police Stations 7 were formally inspected on 3 occasions, 28 twice and 30 once. The remaining 14 Police Stations were visited but, for various reasons, not formally inspected. The Force was practically up to strength throughout the year and resignations, which had reached an alarming figure in 1920, fell to 22. Rewards for good work were made in 925 cases and amounted to Rs. 6,563, and departmental punishments fell from 457 in 1920 to 386 in the year under review. The general conduct of the Force was good throughout the year.

## 4. Criminal Justice.

[Further details will be found in the Provincial Criminal Justice Administration Report for the year ending 31st December 1921.]

General.

87. The state of crime generally during the year under review has already been discussed in connection with the work of the Police in paragraph 85 above. In addition to the reasons to which a further rise in crime is therein ascribed, it is necessary to mention a further cause which can more appropriately be considered in connection with the administration of Criminal Justice. In July 1920 an attempt was made to modify the working of Criminal trials under the Frontier Crimes Regulation in such manner as to bring it into closer accord with border sentiment, which looks rather to the accomplishment of a civil settlement and the termination of the feud involved rather than to the infliction of deterrent punishment for an offence committed. The changes introduced to this end by Sir Hamilton Grant's circular of July 1920 necessarily involved the adoption of a standard of punishment considerably more lenient than that hitherto recognized by our penal system. By the conclusion of the year under review experience has definitely established the failure of this notable attempt to popularize the administration of justice and to secure to it the support and co-operation of the Pathan community. Since the close of the year instructions have issued which involve a partial return to former practice and which it is hoped may lead to improved results in the near future. The total number of offences of all kinds reported during the year was 24,224 as compared with 24,421 in 1920, the number under the Indian Penal Code being 14,934 as against 13,799.

General results of Criminal trials.

88. The total number of persons brought to trial was 34,726, of whom 19,203, or 55 per cent., as compared with 51 per cent. in the previous year, were discharged or acquitted. The average duration of trials was 10 days as against 8 in 1920. District Magistrates disposed of 65 cases, Additional District Magistrates 2,656 cases and Honorary Magistrates 3,245 cases. Thirty-six persons were sentenced to death by Courts of Sessions as compared with 38 in 1920. In 21 cases the sentence was confirmed by the Judicial Commissioner, in 5 it was commuted to transportation for life and in 1 the conviction was altered and the sentence reduced.

Imprisonment awarded.

89. The number of persons sentenced to imprisonment was 3,505 as against 2,759 in the previous year, of these 169 as compared with 137 were sentenced to simple imprisonment. Out of 3,336 persons sentenced to rigorous imprisonment, 2,263 did not receive solitary confinement as part of their substantive sentence. The number of short-term imprisonments of 15 days and under rose from 172 to 334.

Appeals.

90. The number of persons who appealed to District Magistrates rose from 581 to 677. Of these 42 as against 37 per cent. had their sentences reduced or reversed. The average duration of appeals fell from 18 to 17 days.

Sessions Courts.

91. There are two Sessions Divisions in the Province. For the Peshawar Division there are ordinarily two judges as Sessions Judge and Additional Sessions Judge. For the greater part of the year under review a third judge was added to the Peshawar Division to deal with the abnormal number of pending civil appeals. The statement given below shows the criminal business disposed of by the two Sessions Courts.

| Sessions Court. | Sessions cases. | | Criminal appeals. | | Criminal Revisions. | |
|---|---|---|---|---|---|---|
| | 1920. | 1921. | 1920. | 1921. | 1920. | 1921. |
| Peshawar ... ... ... ... | 98 | 102 | 358 | 417 | 119 | 100 |
| Derajat ... ... ... ... | 77 | 108 | 276 | 303 | 33 | 40 |

The average duration of Sessions cases was 41 days in Peshawar and 42 in Dera Ismail Khan (Derajat) as compared with 40 and 49. Nine hundred and sixty-seven persons appealed to the Sessions Courts. Of these 40 per cent. as compared with 45 in the previous year had their sentences reduced or reversed.

## 5. Prisons.

[ Further details will be found in the Provincial Report on the Administration of the Jails for the year ending 31st December 1921.]

General.

22. There are in the Province five district jails and eight judicial lock-ups and the difficulties attendant on overcrowding, which have been acute for some years, have been intensified by the abolition of transportation to the Andamans and the reduction of accommodation made available for prisoners in extra-provincial jails. The number of convicts admitted into the jails during the year under review was 4051, an increase of 526 over the number for the previous year, and the daily average number was 2,141 as against 2,064 in 1920. The total of all classes of prisoners admitted during the year into jails was 9,229, giving a daily average of 2,678, as against a total available accommodation of 2,611. Serious overcrowding resulted in all the jails and some of the lock-ups were similarly affected.

Health.

93. The daily average number of sick was 71, giving a ratio of 26·5 per thousand, as against 24 in the previous year. Fifty-nine deaths occurred against 50. Although cholera occurred in epidemic form throughout the greater part of the Province no case occurred in the jails. In the Peshawar Jail there was a serious outbreak of malarial fever in the autumn which became epidemic in its incidence, causing 1,750 admissions of all classes of prisoners into hospital with eight deaths. The malaria was of a severe type, relapses were common, complications such as pneumonia and dysentery not infrequent and in numerous cases cachexia and prolonged impaired health followed. There were 47 cases of pneumonia during the year with 10 deaths; 69 cases of dysentery with 5 deaths, and 14 cases of phthisis with 4 deaths.

Discipline.

94. Five prisoners, of whom two were convicts, escaped from Abbottabad Jail and one convict from the Peshawar Jail during the year. At Bannu several attempts were made by trans-border raiders to rescue one of their friends and on one occasion they actually dug through the outer wall of the factory, but without achieving their object. In view of the proximity of all jails to the frontier resort to fetters as a means of restraint continues to be necessary. During the year 2,612 convicts were fettered as against 2,975 in 1920. The total number of awards of corporal punishment was 9 as against 14 in the previous year. The total number of punishments awarded to convicts was 883, of which 779 were inflicted on casuals and 104

on habituals. Six hundred and thirty-nine prisoners were released under the remission system; the maximum remission earned amounted to 886 days in an original sentence of 10 years.

Jail Industries.

95. The total cash earnings during the year amounted to Rs. 31,653 and the earning per head of those employed was Rs. 56. Considerable profit was made in all branches of the factories, the principal industries being blanket, durrie and mat-making; weaving of cloth, towels and dusters; lithographic printing, book-binding and paper-making. Efforts to improve the jail industries have been hampered by the want of funds.

Expenditure

96. The total cost of the maintenance of the jail department increased during the year from Rs. 2,96,962 to Rs. 4,01,323 and the average cost of maintenance per head from Rs. 124-8-0 to Rs 150. Taking into consideration the total cash earnings the net cost of maintenance to Government per head was Rs. 93-2-0 as against Rs. 104-14-0 in 1920.

## 6. Civil Justice.

Institutions.

97. The following table shows the institutions of suits by districts for 1920 and 1921.

| District. | Population, 1921. | Suits for money or movable property. | | Title or other suits. | | Total. | | Increase (+) or decrease (−). |
|---|---|---|---|---|---|---|---|---|
| | | 1920. | 1921. | 1920. | 1921. | 1920. | 1921. | |
| Peshawar ... | 906,434 | 6,283 | 6,439 | 2,812 | 2,688 | 9,095 | 9,127 | +32 |
| Hazara ... | 618,867 | 3,331 | 3,053 | 1,885 | 1,138 | 5,266 | 4,191 | −1,075 |
| Kohat ... | 215,849 | 2,408 | 2,404 | 556 | 425 | 2,964 | 2,829 | −135 |
| Bannu ... | 246,866 | 3,225 | 2,898 | 946 | 520 | 4,171 | 3,418 | −753 |
| Dera Ismail Khan... | 259,680 | 4,353 | 4,314 | 724 | 649 | 5,077 | 4,963 | −114 |
| Total ... | 2,247,696 | 19,650 | 19,108 | 6,923 | 5,420 | 26,573 | 24,528 | −2,045 |

In 1920 there was a decrease of 287 from the previous year. In 1921 there has been a further decrease of 2,045. The Peshawar District shows a small rise, but only under the head of "suits for money or movable property." The total for the Province has reached a lower figure than in any year since 1911, and in 1909 the volume of litigation was higher than in the year under report.

Pre-emption suits.

98. The number of pre-emption suits in the year under report was 1,558, the lowest figure that has been reached since 1915. From 1916 to 1920 the figures rose steadily from 1,566 to 2,141. Inflated land values, especially in areas commanded by the Upper Swat River Canal, seem to have been the main cause. In 1921 the value of land dropped rapidly, and the anxiety for acquisition on the Upper Swat River Canal spent itself.

Value of suits.

99. The total value of suits rose from Rs. 85,59,525 to Rs. 89,98,548 and the average value of suits from Rs. 322 to Rs. 367. The increase is confined to the districts of Peshawar and Bannu.

Disposal of work.

100. The total number of regular suits before the Courts for disposal was 29,782 as compared with 31,176 in the preceding year. The percentage of disposals was the same as last year (89), leaving a pending file of 3,224, of which 230 were pending over three months. In Peshawar and Dera Ismail Khan the pending file rose by 104 and 53 cases, respectively. The average duration of contested cases rose from 27 to 40 days and of uncontested cases

fell from 26 to 24. The Indian Soldiers' Litigation Act is still in force with respect to troops employed in the Waziristan operations. Its existence, therefore, is still a contributory cause to the long duration of cases. The high figures for the Dera Ismail Khan District are explained partly by the periodical exodus of inhabitants from the more insecure tracts in a rainless year and partly by the inferior character of the process-serving agency as compared with that of other districts. In Hazara the prevalence of malaria in an epidemic form is also assigned as a cause. The Judicial agency at the close of the year consisted of 102 officers who disposed of 26,558 cases. The bulk of civil litigation was, as usual, dealt with by stipendiary Munsifs, who disposed of 16,723 suits as compared with 17,747 in 1920. It is satisfactory to note that out of 7,187 contested cases disposed of by the Munsifs of the Province, only 466 appeals were lodged, and the decisions of the trial Courts were confirmed in 293 cases or 63 per cent. The Honorary Agency also rendered very valuable service. Their disposals rose from 2,290 to 2,708. Out of a total of 5,648 miscellaneous cases, as compared with 5,082 in 1920, which came before the Courts, 5,243 were disposed of. Of this number 4,546 were applications for restoration of cases dismissed in default or decreed *ex parte*. The total number of cases dismissed in default and decreed *ex parte* amounted to 4,588 and 5,139, respectively. Of the 2,068 applications for restoration, 1,385 were granted. Similarly 1,445 applications were made to set aside *ex parte* decrees, of which 908 had to be admitted. Five hundred and twenty-four appeals were disposed of by District Judges as compared with 513 in the preceding year. In 26 per cent. as against 36 per cent. the orders of trial Courts were modified or reversed. The percentage of interference was the highest in Hazara and Bannu, namely 31 and 28, respectively, while in Peshawar and Dera Ismail Khan it went down from 42 to 19 and 14, respectively. Average duration was 28 days as compared with 23. In Bannu it rose from 17 to 29, while in Dera Ismail Khan there was a slight improvement, *viz.* from 28 to 24. The number of appeals that came before the Divisional Courts fell from 1,741 to 1,309. Of these 1,075, as compared with 1,385, were disposed of. Average duration fell from 209 days to 106. In Peshawar the figure fell from 226 to 109 and in Dera Ismail Khan from 194 to 102.

**Execution of decrees.**

101. The total number of applications for execution of decrees was 19,875 as compared with 21,166. Of these 17,324, as against 18,393, were disposed of. Satisfaction was obtained in full in 34 per cent. as compared with 37 per cent. last year. The percentage of part-satisfaction (15) remained unchanged, 51 per cent. as against 48 per cent., in 1920, were wholly infructuous. Of Rs. 27,99,367 under realization, a sum of Rs. 13,04,300 or nearly 50 per cent., as compared with 46 per cent. in 1920, was realized. Sales of movable property further dropped from 208 to 195, while attachments rose from 2,796 to 3,203. In 122 cases, as compared with 86, immovable property was sold. Of the total amount realized, 28 per cent. was realized voluntarily, 20 per cent. by mere arrest of judgment-debtors, 3 per cent. by imprisonment, 29 per cent. by attachment, and 8 per cent. by sale of movable and immovable property. The Provincial percentage of realizations was distinctly good, and compares favourably with the percentage of 24 which obtained in the Punjab in 1919 and 1920. In the districts the percentage rose in Peshawar and Dera Ismail Khan from 48 to 50 and 54, respectively. In Hazara, Kohat and Bannu it fell from 43, 37 and 61 to 35, 32 and 56.

**Processes.**

102. The total number of processes—civil, criminal and revenue—served by the Process-serving Agency was 269,563 as compared with 270,367 in 1920. The income from fees rose from Rs. 71,922 to Rs. 73,986 and expenditure fell from Rs. 60,056 to Rs. 59,733.

## 7. Registration.

[ Further information will be found in the Provincial Report on Registration for the year ending 31st December 1921. ]

**Compulsory registrations**

103. The total number of compulsory instruments affecting immovable property registered during the year was 14,448 as compared with 13,329 in the

preceding year, an increase of 1,119 or about 8·5 per cent., and the increase occurred under all classes of documents. The value of the property alienated thereunder has also risen under all heads except sales, which decreased from 110 lakhs to 97·35 lakhs odd. This decline is, however, more than counterbalanced by the increase under other varieties of alienations, and the total value of the property transferred exhibits an increase of 3·2 per cent. The growth in number is shared by Peshawar, Kohat and Dera Ismail Khan, while the improvement in value is confined to the latter two districts only, the other two districts, Hazara and Bannu, showing declines both in number and value. Scarcity and high prices account for the increase in transactions in Kohat. In Dera Ismail Khan the expansion is attributed to the large number of sales of immovable property due to the activities of brokers who secured profits on each estate which changed hands. In regard to the drop in registration business in Hazara the Registrar remarks that financial conditions in the district were not as favourable as during the last few years. The fall in Bannu is ascribed partly to the inclination of alienees to accept mutations attested by Revenue Officers as a sufficient safeguard for the transactions and partly to the desire of the people to raise loans by temporary mortgages or leases.

Optional registrations.

104. The variations in the number and value of documents relating to immovable property are unimportant and call for no comment. Transactions affecting movable property fell from 767 to 766, but their aggregate value rose from 1·37 lakhs to 1·70 lakhs odd. The increase is mainly contributed by Peshawar and Bannu. In the latter district it is explained by the contraction of unduly large loans by Zamindars owing to the failure of harvests.

Income and expenditure.

105. The total income rose from Rs. 74,052 to Rs. 81,789. The improvement follows the expansion in business. Expenditure increased from Rs. 22,155 to Rs. 23,262, but its percentage to income fell from about 30 per cent. in the last year to 28·5 per cent. during the year under report.

General.

106. At the close of last year the Land Alienation Act was in force in Hazara, Bannu and Dera Ismail Khan only. It was extended to the Kohat District with effect from 28th October 1921. No case of attempt to evade the provisions of the Act by means of "Benami" transactions was brought to light. After the close of the year under report the Act has been made applicable also to the Peshawar District. No prosecutions under Section 82 of the Registration Act were instituted in any district. The number of registration offices during 1921 remained the same as the previous year, *viz.* 28.

## 8. District Boards.

[Further details will be found in the Provincial Report on the Working of the District Boards for the year ending 31st March 1922.]

Working of Boards.

107. The only important change in the constitution of the District Boards during the year under review has been the introduction of a measure by which a non-official Vice-President is now elected from among the nominated members of the Board. The innovation is sure to be popular, but it was introduced too late in the year for all Boards to take advantage of it or for the results to be appreciable. The District Reports are as usual colourless and stereotyped, many of the paragraphs being merely repeated *verbatim* from the previous year's report. No very great enthusiasm is yet apparent on the part of the Board members, many of whom consider their seats on the Board in the light of a personal distinction and are inclined to disregard the responsibilities attached to the office. The average attendance of official members, except in the case of the Hazara and Kohat Boards, has again been disappointing and averaged less than 50 per cent. The figures for Bannu and Dera Ismail Khan are especially marked, having fallen from 71 and 52 to 46 and 38 per cent, respectively. There is, however, a marked improvement in the year under report over the previous year in the attendance of non-official members, which is attributed to the introduction of the system of granting them travelling allowance when attending the meetings of the Board. In Kohat the attendance

of these members averaged 50 per cent., while in all other districts the percentage was higher. The term of office of members of the Hazara and Kohat District Boards expired during the year under review and many of the outgoing members were re-appointed. In Hazara some of the more apathetic members were replaced by others who are reported by the Deputy Commissioner to be showing interest in the work of the Board. The Deputy Commissioner, Peshawar, has made no comment on the results of the infusion of new blood into the constitution of the Board which took place at the close of the previous year.

Education.

108. During the year under review further progress was made in the matter of education. In the Hazara District a new girls' school was opened and two primary schools were converted into Lower Middle Schools. In the Peshawar District two Primary Schools were similarly converted. In the Kohat District a Hindi branch and first English class were added to the Girls' Primary School at Teri and Anglo-Vernacular Middle School at Hangu, respectively. The status of Kaki and Pezu Schools in the Bannu District was raised from the Primary to the Lower Middle Standard. In the Dera Ismail Khan District one new girls' school was opened at Paharpur and the status of two Primary Schools was raised to that of Lower Middle.

Horse and Cattle Breeding.

109. The improvement of cattle-breeding in the Hazara District depends upon a suitable breed of small bull being found for the hilly tracts, as indicated in last year's review. This breed has not yet been imported. The Dhanni bull is only popular in the plain tracts. No more bulls of this breed were purchased, as the existing stock is more than sufficient and it has been found difficult to find Zamindars willing to keep the bulls notwithstanding that a sum of Rs. 10 per mensem is paid for maintenance purposes to each custodian. The breeding of buffaloes is popular and three new bulls were purchased by the Board and more are to be procured as funds become available. One horse stallion and 4 bulls in the Bannu District and 1 horse stallion and several bulls in Dera Ismail Khan District were purchased. Horse and Cattle Shows were held in the districts of Peshawar and Dera Ismail Khan and were well attended. In the districts of Hazara, Kohat and Bannu these Shows were abandoned, owing to drought and consequent scarcity of fodder.

Income and Expenditure.

110. The income of the Boards excluding debt head transactions totalled Rs. 9,36,542 against Rs. 8,59,631 last year and the expenditure amounted to Rs. 9,87,111 against Rs. 9,87,832. The changes under the important heads are noted below :—

(1) *VI—Local rates.*—The income fell from Rs. 1,97,931 to Rs. 1,72,489 in the year under report—a decrease of Rs. 25,442. The decrease occurred mainly in the Peshawar, Bannu and Dera Ismail Khan districts and was due to suspensions and remissions of land revenue owing to a period of drought. The Hazara District, however, shows an increase of Rs. 2,743 representing arrears of revenue for the previous year which were collected during the year under review. The variation in Kohat was unimportant and calls for no remark.

(2) *XIX and 22—Education.*—Both the income and expenditure under this head rose from Rs. 4,82,525 and Rs. 5,01,880 to Rs. 5,43,278 and Rs. 5,32,238, respectively. The increase under both heads occurs in all districts except Dera Ismail Khan where expenditure on education fell by Rs. 9,928. The increase in income is due to larger grants from Government to meet the cost of enhanced pay and grain compensation sanctioned for teachers. The large decrease indicated in the Dera Ismail Khan District is only nominal and represents a Government grant of Rs. 15,000 for the Tank Notified Area which was credited to the District Board fund in 1919-20 and was paid over during the year under review to the Notified Area in question.

(3) *XX and 24—Medical.*—The income and expenditure under this head also rose from Rs. 32,019 and Rs. 90,983 to Rs. 46,829 and Rs. 1,05,269, respectively. The increases occurred in all districts except Dera Ismail Khan where there was a small decrease of Rs. 584 in expenditure. The fluctuations are due mainly to increased grants from Government to cover the extra cost of the medical staff, the pay of which has been raised. A new dispensary at Baffa in the Hazara District was also opened.

(4) *XXV and 26—Scientific and other minor Departments.*—The income rose from Rs. 7,038 to Rs. 8,892 and expenditure from Rs. 65,667 to Rs. 72,015. The cost of stallions purchased in the Bannu and Dera Ismail Khan districts is mainly responsible for the increase in expenditure.

(5) *XXX and 43—Irrigation.—Minor Works.*—This head relates to the Peshawar District only. The total demand for the year creditable to the District Funds was Rs. 13,609 against Rs. 12,261 last year, showing an increase of Rs. 1,348. The arrears of the last year amounted to Rs. 18,439 and the total amount to be realized was thus Rs. 32,048, of which Rs. 12,001 only were realized, leaving an outstanding balance of Rs. 20,047.

The expenditure on canals amounted to Rs. 9,790 against Rs. 7,447 last year. The figures of the net demand and expenditure show a profit of Rs. 3,819 or 16·6 per cent. on the capital outlay of Rs. 23,000.

(6) *XXXI and 45—Civil Works.*—The total income rose from Rs. 87,543 to Rs. 1,14,018. In the Hazara District the increase of Rs. 18,766 represents mainly a Government grant-in-aid for the reconstruction of the Mansehra Middle School building; in Peshawar the sale-proceeds of trees and old District Board buildings resulted in an enhanced income of Rs. 28,766 and in the Bannu District the Serai leases produced an increased revenue of Rs. 5,307. The decrease in the revenue of the Dera Ismail Khan District (Rs. 26,391) is explained by the fact that in the previous year Government made a large grant-in-aid for the construction of the Middle School at Paharpur, while no such grant was necessary in the year under review.

The closing balances on 31st March 1922 was Rs. 2,08,924 against Rs. 2,45,316. The Boards also hold an invested balance of Rs. 1,30,000. All the Boards closed with a credit balance which was in excess of the prescribed minimum.

## 9. Municipal Administration.

[Further details will be found in the Provincial Report on the working of Municipalities for the year ending 31st March 1922.]

**Constitution.**

111. The number of Municipalities and Notified Areas remained the same but an innovation in the constitution of the Municipalities was the introduction of the system of appointing non-official Vice-Presidents by election from amongst the members of those bodies. So far the Municipalities of Abbottabad, Peshawar, Bannu and Dera Ismail Khan have availed themselves of this system.

**Taxation.**

112. The income from Octroi fell from Rs. 8,67,690 to Rs. 7,89,819. The decrease occurred in all Municipalities but Peshawar is responsible for half the total decrease, *viz.* Rs. 38,918. The decrease occurred under several heads

but the slackness of trade in piece-goods seems to be the principal cause. Octroi refunds rose from Rs. 3,70,637 to Rs. 4,08,234. The increases occurred in Abbottabad, Peshawar and Kohat, while in the other Municipalities refunds decreased. Refunds increased in Peshawar to the extent of Rs. 38,986 due to larger exports to Kabul owing to resumption of trade with Afghanistan.

Public Improvements and closing balances.

113. The joint water-supply scheme for the Municipalities and Cantonments at Peshawar and Abbottabad respectively have been taken in hand by the Military Works Services. The Haripur Municipality spent Rs. 11,534 and the Dera Ismail Khan Municipality Rs. 15,682 on metalling and paving streets. The Bannu City extension scheme has progressed favourably. An area of 559 Kanals 16 Marlas of land has been acquired at a cost of Rs. 3,03,871, of which Rs. 2,06,323 were paid during the year. The allotment of sites in the new quarter has now been taken in hand. Owing to the scarcity of water in Bannu arrangements were made with the Empire Engineering Company of Cawnpore to start a deep boring in one of the Committee's wells. If this experiment proves successful it will be extended to other wells in the city. The balances of the Municipalities at the close of the year amounted to Rs. 9,55,361 in cash and Rs. 8,97,727 in securities against Rs. 19,16,769 in cash and Rs. 5,58,820 in securities. The chief decreases in the cash balance were in Peshawar Rs. 8,57,115, of which Rs. 4,67,000 were transferred to investments, and Bannu Rs. 61,770. The balances of the Notified Areas were Rs. 1,38,032 in cash and Rs. 59,850 in securities against Rs. 1,64,515 and Rs. 70,850 last year. The balance of the Lakki Notified Area on 31st March 1922 amounted to Rs. 21 only against the 10 per cent. reserve of Rs. 248. The house and shop taxes in this area have proved a failure and octroi has now been re-imposed with effect from 1st October 1922.

# CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

[ Further particulars will be found in the Provincial Land Report for the agricultural year ending 30th September 1921. ]

**Wheat.**

114. Favoured by excellent harvest, weather and the almost total absence of rust or other diseases, the wheat crop was an excellent one on irrigated land, despite the severe drought which prevailed throughout the life of the crop. Pusa No. 4 is now the leading wheat on irrigated land in the Peshawar District. It is estimated that 100,000 acres of the variety was sown this rabi. Wherever the cultivation is good, Pusa No. 4 is highly appreciated; on the most fertile land where wheat is liable to lodge, Federation is becoming popular. Many growers have reported yields of over 30 maunds per acre from these two varieties. Unfortunately very few growers take the little trouble which is necessary to maintain the purity of the crops in their fields. Amongst the large number of wheats which are being tested at Tarnab, none has shown more good qualities than Pusa No. 4 or Federation.

**Sugarcane.**

115. The new canes "Assam Red" and "Barbadoes 256" have again proved that they require much less irrigation and suffer far less from the cane "borer" than the long established Peshawar variety. At the same time they yield *gur* of excellent quality. As "Assam Red" is slightly the better of the two in all round merit, sets of it to plant 30 acres will be distributed in the Peshawar District in February 1922. The results of the tests in windrowing cane at Tarnab were published in Bulletin No. 10, Chemical Series, Volume V, 1920, of the Imperial Agricultural Research Institute, Pusa. It appears that better *gur* can be made from cane which has been in windrow from 10 to 20 days than from cane crushed directly it is cut. Sugarcane may be windrowed with advantage by all who make *gur* in the North-West Frontier Province, and the practice would obviously be useful to a sugar factory. By the introduction of an improved method of growing cane which is practised at Tarnab, it is expected that the cost of producing the crop will be very considerably reduced.

**Berseem.**

116. It is probable that berseem (Treifolium Alexandrinum) will displace shaftal (Trifolium resupinatum) as a cold season fodder crop as fast as seed of berseem can be produced. The demand for seed of the new clover is now hardly less than that for pure wheat seed. Berseem yields more fodder, requires less irrigation and, when it is liberally fed, is far less liable to cause "tympanitis" in cattle or sheep than shaftal. At the same time it is no less valuable in the rotation of crops than the established clover.

**Cattle.**

117. Owing to the prevalence of diseases, only a limited number of cows were served by the Awankari stud-bulls at Tarnab. One farm bull died during the outbreak, and unfortunately he was the most valuable animal on the farm. The young bulls got by "Rustam," the Tarnab stud bull, are proving far superior to those which were calved at Tarnab, but which were sired by selected District Board bulls stationed in the Punjab home of the Awankari breed. No land-holder has yet shown any desire to help the cultivators by establishing a small herd of cattle.

**Sheep.**

118. Remarkable improvement has been gained in the early maturity of lambs, in the weight of carcass, and also in the quality and weight of the fleece of the Hashtnagari sheep, by the use of the Pusht-i-Kuh ram from Baghdad. At the age of 4 years the imported ram at Tarnab weighed 180 pounds. One of his rams, from a Hashtnagari ewe, weighed 200 pounds when he was only $2\frac{1}{2}$ years old.

## 2. Weather and Crops.

[Further information will be found in the Provincial Land Revenue Report for 1921-22, the Report on the Seasons and Crops of the North-West Frontier Province for 1921-22, and the Agricultural Statistics of India, Volume I.]

Character of the Season.

119. The rainfall during the month of May 1921 was much below the average throughout the Province. In the Peshawar and Dera Ismail Khan districts and the Tochi Agency no rain was received at all. In June it was again below the normal except in the Tochi. The Peshawar District again had no rain during this month. The month of July, however, heralded the end of the trying period of drought. During this month good and fairly well distributed rain fell, which, though on the whole below the average throughout the Province, led to extensive sowings both on irrigated and unirrigated lands, especially on the latter. In August the rainfall was above the normal in Bannu and Dera Ismail Khan and in the two agencies and a little below average elsewhere. The September rains were above the normal in all the districts and agencies except in Peshawar and Dera Ismail Khan, where practically no rain fell during this month resulting in a large failure of sown crops. The monsoon rains were on the whole timely and sufficient in all districts and enabled cultivators to prepare a large area for the rabi sowings. Local falls of rain followed in October and November and benefited sowings, while the copious rainfall throughout the Province in December led to a further extension of sowings. In January 1922 the rainfall was generally below average; but the well distributed rain which fell in February and March 1922 greatly benefited the standing crops. Heavy hail-storms occurred in the Kohat and Bannu districts and the Tochi and Kurram agencies and caused considerable damage to the crops. Remissions of land revenue were found necessary in some cases and were granted. Cholera was prevalent throughout the districts and agencies except in the Kohat and Dera Ismail Khan districts; and malarial fever in the Hazara, Peshawar and Bannu districts. Plague and small-pox occurred in more or less epidemic form in the Hazara, Peshawar and Bannu districts. These epidemics, however, were generally not severe, and agricultural operations were not affected to any appreciable extent. Owing to the severe drought which prevailed throughout 1920-21, and up to the first half of the autumn harvest in the year under report fodder was scarce, particularly in the Hazara District, where liberal *takavi* grants and fodder concession rates were sanctioned. The monsoon rain of July, August and September 1921 considerably relieved the fodder situation, so that concession rates were able to be withdrawn from 20th September 1921.

Sown and Cropped areas.

120. The total sown area during the year 1921-22 amounted to 2,876,156 acres and was 840,898 acres, or 41 per cent., more than that of the preceding year and 1,77,046 acres, or 6 per cent., above the normal area of 2,699,110 acres. This increase is spread over all districts and agencies and in both irrigated and unirrigated areas but was specially marked in the latter where the area sown advanced from 1,143,441 acres in 1920-21 to 1,910,655 acres in the year under report. The total area double cropped amounted to 40,694 acres as compared with 7,704 acres in the previous year. This enhancement occurred entirely in the Dera Ismail Khan District where the figures indicate an increase from 5,632 acres to 38,963 acres. The variations in other districts were unimportant. The total area harvested was 2,322,789 acres as compared with 1,170,507 acres last year and a normal harvested area of 2,171,100 acres. The difference between the area sown and that harvested in the year under report, points to a total *kharaba* area of 553,367 acres. This was very satisfactory, when the total failed area of the year previous, *viz.* 864,751 acres, and the normal figure, 528,010 acres, are considered. The improvement over last year's figures represents 36 per cent.

Irrigated areas.

121. The total area of crops irrigated during the year was 963,501 acres as against 891,817 acres in the preceding year and an average figure of 893,500 acres. It represented 34 per cent. of the total area sown. The increase occurred in all the districts except Hazara but was chiefly noticeable in the Peshawar and Dera Ismail Khan districts where the irrigated area advanced

PRODUCTION AND DISTRIBUTION.

by 43,135 and 21,115 acres respectively. In the Peshawar District the increase was due to the extension of irrigation from the Upper Swat Canal and to sufficient water in private canals owing to good rains, while in the Dera Ismail Khan District it was due to timely rainfall and consequent flow of water in the hill torrents. Government canals irrigated 355,968 acres and 423,006 acres were irrigated by private canals. This indicates an increase of 22,159 and 32,183 acres respectively over the previous year. There are Government canals in the Peshawar and Dera Ismail Khan districts and the increase indicated is shared by both districts. Private canals exist in the Peshawar, Bannn and Dera Ismail Khan districts, and the increased irrigation done by them is the result of copious rains in the hills. There were in all 12,961 wells (8,866 masonry and 4,095 non-masonry) in use during the year under report as against 13,248 wells (8,858 masonry and 4,390 non-masonry) in the previous year. This reduction is confined mainly to the Peshawar and Hazara districts; in the former owing to the extension of irrigation from the Upper Swat Canal, while in Hazara it was due to the fact that all the wells were not brought into use owing to sufficient rainfall. As a consequence the area irrigated by wells fell slightly from 69,161 acres to 68,176 acres in the year under report.

**Outturn per acre and total produce.**

122. Rice is principally grown in the Hazara and Peshawar districts and the Kurram Agency. The total area sown amounted to 24,106 acres as against 36,683 acres last year. The contraction is small and of no importance, and may be ascribed to economic causes. The total estimated produce of uncleaned rice was 12,152 tons or 1,129 lb. per acre as compared with 15,010 tons or 916 lb. per acre last year. The gross yield was 44 per cent. below the normal. The jowar acreage increased to 107,554 acres from 57,832 acres in 1920-21 and was 4 per cent. of the total area sown. The increase occurred in all districts but chiefly in the Peshawar, Bannu and Dera Ismail Khan districts, where the area sown increased by 10,436, 5,248 and 30,374 acres respectively. The total estimated outturn was 15,223 tons against 10,049 tons in the previous year, and was 3 per cent. above the normal. The area under bajra was 262,295 acres against 128,797 acres last year and accounted for 9 per cent. of the total area sown. The increase is spread over all districts, but particularly in the Dera Ismail Khan District where the area under this crop advanced from 47,163 acres to 141,501 acres. The total estimated yield was 25,556 tons as against 15,062 tons in the preceding year. The gross outturn was 14 per cent. below the normal as compared with a drop of 49 per cent. in the previous year. There were 462,368 acres under maize against 417,911 acres in the preceding year. This crop was 16 per cent. of the total area sown. The total estimated produce was 217,389 tons or 1,053 lbs. per acre as compared with 162,060 tons or 869 lb. per acre in the previous year. The gross outturn was 5 per cent. above the normal. The area under sugarcane is negligible except in the Hazara, Peshawar and Bannu districts, where this crop is, to some extent, important. It amounted to 34,439 acres as compared with 36,332 acres in 1920-21, being 1 per cent. of the total area sown. There was a slight expansion in the Peshawar District owing to the extension of irrigation from the Upper Swat Canal but this was more than counterbalanced by contractions elsewhere due to prolonged drought and scarcity of water at sowing time. The total yield of *gur* was estimated at 42,470 tons against 42,135 tons last year and 37,211 tons normal. The gross produce was 14 per cent. above the normal as compared with 13 per cent. in the previous year. The area under cotton during the year under review considerably decreased and was only 15,312 acres as compared with 26,977 acres in 1920-21 and 51,660 acres normal or about 1 per cent. of the total area sown. The decrease, which occurred on both irrigated and unirrigated lands, was shared by all districts and was due to the prolonged drought and scarcity of water at sowing season. Furthermore when rain did come, agriculturists concentrated on the raising of food-crops, as food-grain stocks had been exhausted as a result of the severe drought. The estimated outturn of unginned cotton was 2,114 tons or 309 lb. per acre against 3,846 tons or 319 lb. per acre in the previous year and 7,861 tons normal. The outturn was generally much below the average on irrigated and poor on unirrigated lands. The gross produce was 73 per cent. below the normal. The area sown with wheat, the main crop of the Province, amounted

to 937,940 acres as compared with 721,726 acres in the preceding year and represented 33 per cent. of the total area sown. All districts, except Hazara, contributed to the increase which occurred chiefly in the unirrigated area. The large increase of this staple food crop may be ascribed to the natural desire to replenish food-grains—after the severe depletion of stock resulting from the drought of 1920-21. The total estimated produce was 262,003 tons or 626 lb. per acre against 147,225 tons or 457 lb. per acre last year and 276,725 tons normal. The yield on the whole was generally average on both irrigated and unirrigated lands. The gross outturn was only 5 per cent. below the normal as compared with a drop of 47 per cent. in 1920-21. The area under barley rose from 177,933 acres to 297,911 acres in the year under report representing 10 per cent. of the total area sown. The total produce was estimated at 104,464 tons or 786 lb. per acre as compared with 58,108 tons or 732 lb. per acre in the preceding year and 116,453 tons normal. The gross yield was 10 per cent. less than the normal as against a decrease of 50 per cent. in the previous year. The area sown with gram was 269,114 acres as compared with 143,919 acres in the previous year. It represents 5 per cent. of the total area sown. This crop is only important in the Kohat, Bannu and Dera Ismail Khan districts. The total produce amounted to 45,549 tons against 17,148 tons in 1920-21 and 31,561 tons normal. The crop did well and the gross yield was 44 per cent. above the normal. The area occupied by rapeseed considerably increased and amounted to 193,375 acres as compared with 59,243 acres in the preceding year. This works out at 7 per cent. of the total area sown. The increase is shared by all districts—on both irrigated and unirrigated lands—and was particularly marked in the Dera Ismail Khan District which alone showed an expansion of about a hundred thousand acres. The estimated produce was 18,403 tons or 213 lb. per acre against 7,527 tons or 285 lb. per acre in the previous year and 15,571 tons normal. The gross outturn was 18 per cent. above the normal.

123. The statement below indicates the range of retail prices at Peshawar which prevailed during the year under report, with reference to the principal staple crops. The figures indicate seers and chataks per rupee:— Harvest prices.

| Month. | Wheat. | | Barley. | | Jowar. | | Bajra. | | Maize. | | Gram. | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | S. | Ch. | S. | Ch. | S. | Ch. | S. | Ch. | S. | Ch. | S. | Ch. |
| May 1921 ... ... | 5 | 9 | 8 | 6 | 5 | 1 | 4 | 12 | 4 | 6 | 5 | 13 |
| June „ ... ... | 5 | 7 | 8 | 6 | 4 | 12 | 5 | 7 | 6 | 4 | 5 | 7 |
| July „ ... ... | 4 | 15 | 6 | 9 | 3 | 12 | 4 | 4 | 4 | 15 | 5 | 7 |
| August „ ... ... | 4 | 8 | 6 | 6 | 4 | 4 | 3 | 12 | 4 | 11 | 5 | 1 |
| September „ ... ... | 4 | 3 | 6 | 1 | 5 | 1 | 3 | 7 | 4 | 15 | 4 | 10 |
| October „ ... ... | 4 | 6 | 6 | 12 | 5 | 1 | 3 | 12 | 6 | 9 | 5 | 1 |
| November „ ... ... | 4 | 2 | 6 | 9 | 5 | 1 | 5 | 13 | 7 | 0 | 4 | 15 |
| December „ ... ... | 4 | 4 | 6 | 6 | 7 | 4 | 5 | 13 | 6 | 1 | 4 | 15 |
| January 1922 ... ... | 4 | 0 | 6 | 9 | 6 | 9 | 5 | 13 | 6 | 4 | 4 | 15 |
| February „ ... ... | 4 | 4 | 7 | 1 | 6 | 6 | 5 | 13 | 7 | 1 | 5 | 4 |
| March „ ... ... | 4 | 2 | 7 | 14 | 6 | 6 | 5 | 13 | 5 | 7 | 4 | 14 |
| April „ ... ... | 5 | 1 | 8 | 9 | 5 | 12 | 6 | 1 | 5 | 12 | 7 | 6 |

On the whole there was little or no improvement and prices continued to prevail high. This at first sight may appear strange considering that both the Kharif and Rabi crops, in the year under report, were excellent. But militating factors were:—

(*a*) The severe and prolonged drought which terminated about August-September 1921 had reduced the Agricultural population to a state bordering on famine. All food stocks and seed

grain reserves were exhausted. Zamindars even resorted to the sale of agricultural implements and incurred heavy debts by borrowing. Much therefore of the new Kharif and Rabi crops was utilised in replenishing exhausted stocks.

(*b*) Conditions in the Tribal Areas, particularly in Southern Waziristan, were much the same if not worse. The produce of the new crops was therefore bought up wholesale and at any price by the tribesmen.

(*c*) Speculation, in the Bannu District, in food-grains was resorted to and speculators lost heavily with the advent of the Rabi bumper harvest.

The bumper outturns were therefore only just sufficient to meet normal demands. Consequently prices remained, with certain fluctuations, practically unchanged at the close of the year. The total quantity of cereals and pulses exported to trans-frontier countries amounted to 543,393 maunds against 1,395,028 maunds in the preceding year. The principal grains exported were wheat and other rain crops which accounted for 373,725 and 105,623 maunds respectively or 88 per cent. of the total export trade. The major portion of this again went to Southern Waziristan.

**Agricultural Stocks.**

124. The last quinquennial census of cattle was taken in February 1920. The figures of agricultural stock will remain unaltered until the next census is taken. Except during the period up to September 1921, fodder was generally sufficient and obtainable during the year under report. In the Peshawar District the prices of fodder ranged slightly higher than last year. There was some scarcity of drinking water in the sandy tracts of the Marwat tahsil of the Bannu District towards the close of the year. The Municipal and private wells in Bannu city which, owing to the severe drought had dried up last year, are again replenished, but in order to afford the people of Bannu a better and more stable supply of drinking water, certain tube wells are now in course of being sunk—and when completed, should meet a long felt want.

## 3. Arboriculture and Horticulture.

[ Further details will be found in the Provincial Reports on the working of District Boards and Municipalities for 1921-22. ]

125. The District Boards spent Rs. 30,579 on Arboriculture as against Rs. 31,880 and Rs. 5,510 on botanical and other public gardens compared with Rs. 5,143 in the previous year. The income from the latter head was Rs. 3,068 and Rs. 23,355 were received on account of sale proceeds of trees, grass, etc. as against Rs. 2,176 and Rs. 8,491 respectively last year.

The expenditure of Municipal Committees on Arboriculture, public gardens and experimental cultivation fell from Rs. 1,03,103 in 1920-21 to Rs. 91,619 in 1921-22.

## 4. Forests.

[ Further particulars will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1922 and in the Statistics of British India, Volume II, Financial Statistics. ]

**Communications and Buildings.**

126. During the year 28¼ miles of roads and paths were constructed at a cost of Rs. 11,315. The more important portion of this expenditure was incurred

on the construction of 6 miles of the Massar ridge bridle-path in the Upper Hazara Division at a cost of Rs. 3,260 and of 5¼ miles of the Birangali-Nathiagali bridle-path in the Lower Hazara Division at a cost of Rs. 3,462. This work, therefore, averaged Rs. 597 per mile. In addition 11 miles of the Khanpur-Baghpur Dheri District Board Road in the Lower Hazara Division were practically rebuilt at a cost of Rs. 3,652, towards which the District Board contributed Rs. 500. The balance expenditure was incurred on the construction of a *kachha* cart road for the Satnara Timber Depôt and of fuel extraction paths in the Khanpur and Dungagali ranges of the Lower Hazara Division. The expenditure on repairs to 188 miles of bridle and inspection paths was Rs. 4,439 or Rs. 24 per mile as compared with Rs. 3,247 spent on repairing 233 miles or Rs. 14 per mile in the previous year. The high expenditure was due partly to the poor condition of the roads resulting from the impossibility of repair work during the Great War, partly to increased rain wash during a heavy monsoon following a year of drought which had destroyed the protecting weed growth on hill-sides and partly to lack of organisation. It is hoped to introduce a system of contract working to avoid waste of money in these operations. The total expenditure incurred was Rs. 15,754 as against Rs. 4,974 in 1920-21. The increase is justified by the urgent need of such work in the Hazara Forests. The total expenditure on buildings was Rs. 56,875 as against Rs. 24,035 in the previous year. The expenditure was undoubtedly high but it must be realised that the greater portion of this sum was incurred in connection with the provision of head-quarters accommodation for the technical staff and their offices, and is therefore not correctly chargeable against Revenue.

## Protection of Forests.

**Forest fires.**

127. These numbered 46 as compared with 29 in 1920-21 and a triennial average of 32. The increase was due to the dry condition of the forests during the early summer after the failure of the winter rains and the drought of the preceding year.

**Unauthorised fellings.**

128. There were 473 cases as compared with 471 in 1920-21 (a nine-month year) and a triennial average of 595. The decrease, as compared with last year, occurred mainly in the Lower Hazara Division, where the number of cases fell from 381 to 296. One serious case of illicit fellings for purposes of sale was detected during the year and the village concerned was severely dealt with by the Deputy Commissioner.

**Grazing cases.**

129. These offences numbered 710 as compared with 764 last year and a triennial average of 849. With the satisfactory rainfall in July the grazing conditions improved greatly in the latter part of the year.

**Other offences.**

120. These accounted for 24 cases as against a triennial average of 11 cases.

**General.**

131. The total number of cases was thus 1,253 as against 1,270 in 1920-21 and a triennial average of 1,287.

For the first four or five months of the year the forests on account of the drought were subjected to a most unusual strain and in that throughout this period lopping and grazing, the chief sources of forest offences, were allowed everywhere. The figures given are of no real comparative value.

It may safely be said that the destruction of broad-leaved species at least on the south-western slopes of the main ridge of the Gallis has been so great that the fodder resources in sight have been reduced by half. In this area the majority of the Elm have been killed outright, while the Horse-Chestnut and Maple, though showing some recovery in the subsequent spring, are, beginning to die off in considerable numbers.

**Cases compounded.**

132. Cases compounded numbered 1,075 involving 2,193 persons who paid Rs. 6,852 as compared with 1,026 cases, 2,270 persons and Rs. 6,741 in the preceding year of nine months, the triennial average being 1,182 cases.

The average sum realised per case and per person was Rs. 6-6-0 and Rs. 3-2-0 as compared with Rs. 6-9-1 and Rs. 2-15-6 last year.

PRODUCTION AND DISTRIBUTION.

Cases taken into Court.

133. Cases taken into Court numbered 148 as against 193 in 1920-21 and a triennial average of 249. Including 151 cases pending at the close of last year there were thus 299 cases before the Courts, of which 249 were disposed of, leaving 50 cases pending at the end of the year. Out of these 249 cases, 2 were compounded and 108 were withdrawn, leaving 139 cases actually brought to trial. The latter resulted in 116 convictions (269 persons and 39 villages) and 23 acquittals (80 persons). The percentage of conviction was thus 83·4 per cent. as compared with 78·1 per cent. last year.

## 5. Mines and Quarries.

[Further information will be found in the report on the Administration of the Northern India Salt Revenue Department for 1920-21—Government Central Printing Office, Simla.

### Kohat Salt Mines.

General.

134. 3,98,235 maunds of salt were excavated as against 6,86,149 in 1920-21. The Swat traders who resort to Malgin failed this year and only maunds 2,229 were declared for Swat as compared with maunds 12,901 last year. Two new out-crops were discovered during the year. No raids on depôts or guard-posts were made during the year.

Accidents.

135. No accidents occurred at the quarries in the Division during the year.

## 6. Manufactures.

136. The number of factories at work in the Province was seven, three being cotton cleaning and oil pressing and the remaining four being government military institutions. All three privately owned institutions are situated in Peshawar Sanitary conditions and arrangements are reported to be satisfactory. Wages paid vary between Rs. 50 per mensem earned by Fitters and Carpenters and Rs. 20 by Oilmen.

## 7. Trade.

[Further details will be found in the Provincial Report on the External Land Trade for the year ending 31st March 1922 and in the Statistics of British India, Volume I, Commercial Statistics.]

General.

137. A general review of the External Land Trade of the North-West Frontier Province, with the countries on its border, for the triennium ending 1921-22 indicates a general falling off in exports as compared with the figures for the previous three years. The reasons may be found in the following adverse factors which prevailed during the period under review. Extensive and extended military operations on the Frontier were undertaken during the greater part of the period in question. Disturbed conditions prevailed in Bokhara due to Bolshevik propaganda and has told heavily on the Peshawar trade to Central India. Political unrest culminating in the *hijrat* movement was evident within the Province itself. Enhanced tariff and customs duties imposed by the Afghan Government. Both the cis and trans-border tracts suffered from acute economic distress due to a general drought followed by a severe epidemic of cholera. Finally the cessation of the Great War and the consequent impetus given to sea-borne trade by the removal of shipping restrictions, has been a further adverse factor to land trade generally.

Volume of Trade.

138. The following figures compare the value of the total imports and exports (excluding treasure) of the triennium under report with that of the preceding triennium :—

| | *Imports.* Rs. | *Exports.* Rs. | *Total.* Rs. |
|---|---|---|---|
| **Triennium under review—** | | | |
| 1919-20 ... ... | 1,91,56,717 | 1,99,71,545 | 3,91,28,262 |
| 1920-21 ... ... | 1,35,40,205 | 2,09,87,418 | 3,45,27,623 |
| 1921-22 ... ... | 1,16,44,717 | 1,30,87,211 | 2,47,31,928 |
| Total ... | 4,43,41,639 | 5,40,46,174 | 9,83,87,813 |
| **Preceding triennium—** | | | |
| 1916-17 ... ... | 84,91,317 | 1,50,28,288 | 2,35,19,605 |
| 1917-18 ... ... | 1,31,29,146 | 2,16,18,766 | 3,47,47,912 |
| 1918-19 ... ... | 1,56,70,089 | 2,89,28,137 | 4,45,98,226 |
| Total ... | 3,72,90,552 | 6,55,75,191 | 10,28,65,743 |

As they stand these figures indicate a marked contraction in exports. The proportion borne by the trade of each country to the total trade of the Province for the three years under review is as follows :—

| | *1919-20.* | *1920-21.* | *1921-22.* |
|---|---|---|---|
| Tirah ... ... ... | 8 | 5 | 6 |
| Afghanistan ... ... | 57 | 15 | 15 |
| Dir, Swat and Bajaur ... ... | 30 | 36 | 39 |
| Buner ... ... ... | 1 | 3 | 2 |
| Waziristan ... ... ... | 1 | 38 | 36 |
| Kurram ... ... ... | 3 | 3 | 2 |
| Total ... | 100 | 100 | 100 |

The more important variations in imports and exports are discussed below.

Tirah.

139. The trade with Tirah was very slack during the triennium under review, in consequence of the Afghan disturbances and the exclusion of the Tirah tribes from British India during that period. The value of the total trade amounted to Rs. 63,20,161 against Rs. 86,12,086 in the preceding triennium. The imports have fallen from Rs. 35,75,449 to Rs. 21,47,474 and exports from Rs. 50,36,637 to Rs. 41,72,687.

Afghanistan.

140. The total trade with Afghanistan, inclusive of treasure, when compared with the previous two years, shows a great decline. It amounted to Rs. 37,43,304 in 1921-22, Rs. 51,09,853 in 1920-21 and Rs. 2,22,37,124 in 1919-20. This fall in trade is shared both by imports and exports. In imports the principal decreases were in horses, ponies and mules, cordage and rope of vegetable fibre, fruits—all other kinds, hides of cattle, skins of sheep goats and small animals, mats, ghi, tobacco and wool raw. The most noticeable decrease in exports falls under the heads cotton raw, twist and yarn (European and Indian), piece-goods (European and Indian), drugs and medicines—other sorts not intoxicating, turmeric, iron, salt, spices—other kinds, sugar refined and unrefined, tea green (Indian), tea black (Foreign), tobacco and all other articles of merchandise manufactured.

Dir, Swat and Bajaur.

141. The total trade, exclusive of treasure, with these tracts increased during the triennium and amounted to 119 lakhs of rupees in 1919-20, 124 lakhs in 1920-21 and 97 lakhs in 1921-22 as compared with 56 lakhs in 1916-17, 132 lakhs in 1917-18 and 136 lakhs in 1918-19. Looking at the figures of the triennium under review an all-round decrease will be observed in 1921-22.

The contraction in that year is spread over both imports and exports by all the trade routes, except Khaki in the case of imports and Khaki and Darband in that of exports. The chief cause of decrease both in imports and exports is stated to be that the Balakote and Ichhrian routes were frequently blocked by snow.

**Buner.**

142. Trade with Buner declined considerably during the last year of the triennium under review. It amounted to Rs. 3,63,545 in 1919-20 and rose to Rs. 10,54,721 in 1920-21 but in the year 1921-22 it again fell to Rs. 4,67,121.

**Other Tracts.**

143. The trade with Waziristan amounted to Rs, 89,23,902 in 1921-22, Rs. 1,33,28,468 in 1920-21 and Rs. 2,90,309 in 1919-20 or Rs. 2,25,42,679 in the triennium under report against Rs. 50,77,710 in the preceding triennium. In Northern Waziristan the total trade during the period under review, as compared with the previous triennium, fell from Rs. 24 lakhs to Rs. 7 lakhs. The chief cause of this decline is attributed to the blockade under which the Wazir tribes were placed during the triennium under review. The blockade was raised towards the end of the year 1921-22. In Southern Waziristan the trade has advanced with remarkable rapidity as the total rose from about Rs. 26 lakhs to about Rs 218 lakhs, or 728 per cent. This increase is shared both by imports and exports.

**Turis of Kurram.**

144. The total trade with the Turis of Kurram declined much during the triennium and amounted to about 27 lakhs of rupees as compared with 41 lakhs in the preceding triennium. This decrease is shared both by imports and exports.

## 8. Buildings and Roads.

[ Further details will be found in the Provincial Report of the Public Works Department, Buildings and Roads Branch, for the year ending 31st March 1922. ]

**Total Expenditure.**

145. The total expenditure during the year was Rs. 23,12,485 (excluding Postal and Telegraph) as compared with Rs. 19,50,153 and Rs 29,33,063 (including Postal and Telegraph) during the previous two years.

**Civil Works, Imperial and Special.**

146. The expenditure under this head amounted to Rs. 23,12,485 against Rs. 29,21,048 in the previous year. Rs. 7,67,352 were expended on original works, Rs. 11,59,320 on repairs, Rs. 3,57,887 on establishment and Rs. 27,926 on tools and plant.

**Militia and Constabulary Buildings.**

147. The projects providing accommodation for the Mohmand Militia at Shabkadr and improving the Frontier Constabulary defences in Mohmand Area were well in advance. Temporary accommodation was provided at Drazinda, Domanda and Moghul Kote in the Sherani country in Dera Ismail Khan for the Frontier Constabulary and the constructions of permanent accommodation on these posts were taken in hand.

**Civil Buildings.**

148. The following are some of the principal works completed :— Indian clerks' quarters; Sessions Court, Abbottabad; Sewage scheme for Government House, Peshawar; and Civil clerks' quarters, Secretariat, Peshawar (six sets).

**Educational Buildings.**

159. The construction of the Normal Training College was well in advance. The main building was nearly completed and the single and married quarters for staff and menials were taken in hand and good progress was made. The construction of followers' quarters for the Government High School, Bannu, was also completed.

**Police Buildings.**

150. The construction of a rifle range at Kohat and 3 cubicles in the Bannu Police Lines were completed, and the land for the Mardan Police Station acquired. The works at East Police Station, Peshawar Cantonment, Police Station Kohat and Saddar Police Station, Nowshera, were undertaken. The project providing Police Posts in the Cantonment perimeter, Peshawar, was in good progress.

151. A ward of 12 beds in the Civil Hospital at Hangu and the construction of a civil dispensary at Drosh was completed. The work on sub-item 20, bedded ward of Frontier Constabulary Hospital at Tank, was undertaken. **Medical Buildings.**

152. The works, *viz.* rebuilding of manufacturing godown, converting an oil pressing shed, constructing an interview room and 4 blocks of 10 seated latrines in the Civil Jail at Bannu, were completed. Some additions and alterations, and constructing a store godown in the Civil Jail at Peshawar were undertaken during the year. Regarding additions and alterations, this project was also nearly completed except for rebuilding both single and married quarters, etc., for Warders. The construction of a Store Godown was also completed upto the roof level. **Jails.**

153. The project "Metalling Charsadda-Tangi Road" was nearly completed and 13·25 miles of the road were metalled. The construction of (1) Civil Rest House, Alizai, in the Kohat District; (2) constructing a Sansage Bund at Katchkot Bridge in mile 2, Jani Khel Road, in Bannu District; (3) constructing 50 span Bridge with approaches in mile 4 near Dhamtaur on Abbottabad-Murree Road, and (4) increasing the width of metal in certain miles, Hazara Trunk Road, 2nd section, in the Hazara District, were also completed. The following works in Hazara District were well in advance:— **Communications.**

(1) Constructing bridge over Ichhar Nullah, mile 20/91, Hazara Trunk Road, 2nd section.

(2) Constructing Doga Nullah causeway in mile 106, Hazara Trunk Road, 2nd section.

(3) Increasing the width of metal in certain miles, Hazara Trunk Road, 1st section.

154. *Maintenance of Boat Bridge, Ferry Service and Motor Launch Cygnet over river Indus at Dera Ismail Khan.*— **River Indus Crossing, Dera Ismail Khan.**

(*a*) The boat bridge over the river Indus was set up on the 15th October 1921 and dismantled on the 8th May 1922. The expenditure for its maintenance was Rs. 38,395.

(*b*) The charges on account of Ferry Service over the river Indus at Dera Ismail Khan during the summer of 1921 were paid by the Military Department.

(*c*) Motor Launch (Cygnet) for public use was maintained during the summer of 1921-22 over the river Indus at a cost of Rs. 6,704. The Launch has had very heavy work to do and requires thorough overhauling.

(*d*) 14 country boats were hired for Civil traffic over the river Indus and the crews on these boats were also employed for the same purpose at a total cost of Rs. 19,038.

## 8-A. Railways.

[ Detailed information will be found in the Administration Report on Railways in India for the current year 1921.]

155. Further progress was made during the year in Tank-Kaur and Kaur-Khirgi 2′ 6″ gauge line and about 12 and 14 miles of this line were also completed and opened on the 20th December 1921 and 14th May 1921 respectively, the former under restrictions for public traffic and the latter for military purposes. Of the conversion of the Nowshera-Dargai line to 5′ 6″ gauge, forty miles were completed and opened on the 30th March 1922. **Lines under construction.**

PRODUCTION AND DISTRIBUTION.

## 9. Irrigation.

[ Further details will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1922. ]

Irrigated area.

156. The total irrigated area of the Province was 439,265 acres for the year under report, an increase of 73,101 acres over the figures of the previous year.

Lower Swat Canal.

157. The area irrigated by this canal during the year was 175,744 acres as compared with the average of 158,869 acres for the three years ending 31st March 1921, and 163,849 acres in the preceding triennium. This was very near the record 176,346 acres of 1903-04.

The working of the canal resulted in a profit representing 13·39 per cent. on the capital invested, last year's percentage being 8·82 per cent.

Kabul River Canal.

158. On this canal the area irrigated was 51,328 acres as compared with an average of 45,938 acres for the three years ending 1920-21 and 46,473 acres for the preceding triennium. The area irrigated on this canal was a record.

The year's operation resulted in a profit of 9·19 per cent. on the capital invested as against a percentage of 6·67 in the previous year.

Paharpur Canal.

159. The area irrigated was 26,358 acres as compared with 13,929 acres in 1920-21 and 20,670 acres in 1919-20.

The year's working resulted in a loss of 7·09 per cent. compared with 3·92 per cent. in the previous year and 8·62 per cent. in the year 1919-20.

The canal will shortly be handed over to the Civil Department.

Upper Swat Canal.

160. The area irrigated during the year was 185,835 acres against 147,428 acres in 1920-21, and 138,194 acres in 1919-20. Development of irrigation on this canal, though still very backward, was more rapid than in the past, a number of channels have been extended to facilitate irrigation and the cultivators are more fully realizing the benefits of canal irrigation working.

# CHAPTER V.

# REVENUE AND FINANCE.

[ Further details on the subjects dealt with in this chapter will be found in the Revenue Accounts of the Government of India for the financial year ending 31st March 1922, and in the Statistics of British India, Volume II, Financial Statistics. ]

## 1. Gross Revenue and Expenditure.

**161.** The statement below compares the receipts, expenditure and closing balances of Local Funds for 1920-21 and 1921-22.

| Heads. | Receipts. | | Expenditure. | | Closing Balance. | |
|---|---|---|---|---|---|---|
| | 1920-21. | 1921-22. | 1920-21. | 1921-22. | 1920-21. | 1921-22. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| District Boards and other Local Funds ... ... | 18,96,075 | 18,71,159 | 20,04,133 | 19,94,526 | 7,25,527 | 6,02,160 |
| Municipal Funds ... ... | 29,18,506 | 23,10,704 | 22,09,973 | 33,21,033 | 20,71,413 | 10,61,084 |
| Total ... | 48,14,581 | 41,81,863 | 42,14,106, | 53,15,559 | 27,96,940 | 16,63,244 |

**162.** The following table compares the receipts under the various heads of revenue for 1920-21 and 1921-22.

| Major Heads. | 1920-21. | 1921-22. | Difference. ( + More ) ( − Less ). |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| II.—Taxes on income ... ... ... ... | 5,34,770 | 6,35,660 | +1,00,890 |
| IV.—Opium ... ... ... ... | 63,416 | 77,748 | +14,332 |
| V.—Land Revenue ... ... ... ... | 19,07,773 | 15,85,814 | −3,21,959 |
| VI.—Excise ... ... ... ... | 10,88,178 | 9,06,904 | −1,81,274 |
| VII.—Stamps ... ... ... ... | 9,68,649 | 10,04,651 | +36,002 |
| VIII.—Forest ... ... ... ... | 2,19,779 | 5,74,853 | +3,55,074 |
| IX.—Registration ... ... ... ... | 75,365 | 80,963 | +5,598 |
| XIII.—Works for which capital accounts are kept ... | 11,76,847 | 4,93,958 | −6,82,889 |
| Portion of Land Revenue due to Irrigation ... | 1,06,342 | 1,06,615 | +273 |
| XVI.—Interest ... ... ... ... | 31,145 | 26,790 | −4,355 |
| XVII.—Administration of Justice ... ... ... | 2,43,738 | 2,33,934 | −9,804 |
| XVIII.—Jails and Convict Settlements ... ... | 57,767 | 48,840 | −8,927 |
| XIX.—Police ... ... ... ... | 16,431 | 15,409 | −1,022 |
| XXI.—Education ... ... ... ... | 25,931 | 31,419 | +5,488 |
| XXII.—Medical ... ... ... ... | 230 | 675 | +445 |
| XXIII.—Public health ... ... ... ... | 107 | ... | −107 |
| XXIV.—Agriculture ... ... ... ... | 8,190 | 11,361 | +3,171 |
| XXVI.—Miscellaneous Departments ... ... ... | 62 | 12,476 | +12,414 |
| XXVII.—Currency ... ... ... ... | ... | 7,386 | +7,386 |
| XXX.—Civil Works ... ... ... ... | 1,70,313 | 43,180 | −1,27,133 |
| XXXIII.—Receipts in aid of superannuations ... ... | 24,090 | 26,003 | +1,913 |
| XXXIV.—Stationery and Printing ... ... ... | 22,274 | 17,666 | −4,608 |
| XXXV.—Miscellaneous ... ... ... ... | 1,67,411 | 3,56,025 | +1,88,614 |
| Total ... | 69,08,808 | 62,98,330 | −6,10,478 |

REVENUE AND FINANCE.

The following statement gives a comparison of expenditure under the various heads for 1920-21 and 1921-22 :—

| Major Heads. | 1920-21. | 1921-22. | Difference. (+ Better) (− Worse). |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| 1.—Customs ... ... ... ... | 450 | ... | +450 |
| 2.—Taxes on Income ... ... ... | 26,677 | 22,511 | +4,166 |
| 5.—Land Revenue ... ... ... | 9,76,007 | 4,00,362 | +5,75,645 |
| 6.—Excise ... ... ... ... | 42,207 | 41,336 | +871 |
| 7.—Stamps ... ... ... ... | 59,951 | 35,164 | +24,787 |
| 8.—Forest ... ... ... ... | 4,55,942 | 7,49,384 | −2,93,442 |
| 9.—Registration ... ... ... | 23,179 | 23,231 | −52 |
| 14.—Works for which capital accounts are kept ... | 9,73,187 | 9,50,798 | +22,389 |
| 15.—Other Revenue expenditure financed from ordinary Revenue. } Civil ... | 50,555 | 45,370 | +5,185 |
| 15.—Other Revenue expenditure financed from ordinary Revenue. } Public Works | 48,794 | 35,742 | +13,052 |
| 19.—Interest on ordinary Debt ... ... | 9,25,348 | −8,02,662 | +17,28,010 |
| 20.—Interest on other obligations ... ... | 226 | 211 | +15 |
| 22.—General Administration ... ... | 4,36,515 | 17,39,854 | −13,03,339 |
| 24.—Administration of Justice ... ... | 9,27,743 | 4,77,681 | +4,50,062 |
| 25.—Jails and Convict Settlements ... ... | 4,13,972 | 6,46,190 | −2,32,218 |
| 26.—Police ... ... ... ... | 44,33,786 | 51,33,139 | −6,99,353 |
| 28.—Ecclesiastical ... ... ... | 65,586 | 73,628 | −8,042 |
| 29.—Political ... ... ... ... | 46,06,457 | 50,95,749 | −4,89,292 |
| 30.—Scientific Departments ... ... ... | 39,466 | 3,268 | +36,198 |
| 31.—Education ... ... ... ... | 9,99,057 | 12,13,381 | −2,14,324 |
| 32.—Medical ... ... ... ... | 2,42,293 | 3,49,614 | −1,07,321 |
| 33.—Public Health ... ... ... | 1,35,898 | 1,43,785 | −7,887 |
| 34.—Agriculture ... ... ... ... | 57,123 | 1,21,173 | −64,050 |
| 35.—Industries ... ... ... ... | ... | 421 | −421 |
| 37.—Miscellaneous Departments ... ... | 34,593 | 25,683 | +8,910 |
| 38.—Currency ... ... ... ... | 1,352 | 3,886 | −2,534 |
| 41.—Civil Works ... } Civil ... | 2,14,303 | ... | +2,14,303 |
| 41.—Civil Works ... } Public Works | 29,33,063 | 23,29,544 | +6,03,519 |
| 44.—Territorial and Political Pensions ... | 48,582 | 61,893 | −13,311 |
| 45.—Superannuation allowances and pensions ... | 2,40,012 | 3,20,162 | −80,150 |
| 46.—Stationery and Printing ... ... | 1,39,218 | 1,39,293 | −75 |
| 47.—Miscellaneous ... ... ... | 4,95,914 | 1,68,471 | +3,27,443 |
| 55.—Construction of Irrigation Works ... ... | 3,53,400 | 1,18,054 | +2,35,346 |
| Total ... | 2,04,00,856 | 1,96,66,316 | +7,34,540 |

## 2. Land Revenue.

Collections.

163. The Land Revenue Report for the year ending 30th September 1921 showed the following figures for collections including those on account of previous years :—

| | Rs. |
|---|---|
| Fixed land revenue ... ... ... | 15,50,079 |
| Fluctuating land revenue ... ... ... | 60,973 |
| Temporarily excluded from the rent-roll ... ... | 7,559 |
| Other land revenue ... ... ... | 91,395 |
| Total ... | 17,10,006 |

## 3. Irrigation.

[Further information will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1922.]

Financial aspect.

164. The total capital outlay (direct and indirect) invested up to end of 31st March 1922 on Irrigation Branch canals classed as Productive was Rs. 2,81,78,252. The capital expenditure during the year was Rs. 1,25,818. The gross receipts (direct and indirect) from all sources amounted to

Rs. 17,27,302. The working expenses and interest on capital amounted to Rs. 12,23,665 and Rs. 9,50,798 respectively; the net result being a loss of Rs. 4,47,161 during the year. The Lower Swat Canal made a profit of Rs. 4,36,593 and the Kabul River Canal of Rs. 72,604, the loss was incurred on the Upper Swat and Paharpur Canals. The estimated value of crops irrigated was Rs. 4,04,73,912. None of the canals in this Province managed by the Irrigation Branch are classed as Productive Minor Works.

## 4. Excise and Opium.

[ For further particulars see the Provincial Report on Excise Administration for the year ending 31st March 1922. ]

Introductory.

165. No important changes in the Excise system or arrangements were introduced during the year under report. The still-head duty on country spirit, the issue price of excise opium and import duty on Afghan opium were realized at the rates shown below :—

| | | |
|---|---|---|
| Country spirit | ... | Rs. 10-10-0 per gallon, L. P. from 9th May 1921. |
| Issue price of excise opium | ... | Rs. 50 per seer. |
| Import duty on Afghan opium | ... | Rs. 36 „ |

The import duty on *charas* was further raised from Rs. 30 to Rs. 40 a seer from 1st October 1921, and the system of realization of duty was altered in so far as to recover the duty at the time of removal of the *charas* from the bonded warehouse, and at the rate in force at the time of import of the *charas* into the Punjab bonded warehouse from which it is obtained. The tariff duty on imported and Indian-made foreign liquors was also further raised from Rs. 18-12-0 to Rs. 21-14-0 per Imperial gallon London proof from the 1st March 1922. Consumption on the premises was prohibited in regard to all shops for the retail bazaar vend of foreign liquors.

Gross receipts and expenditure.

166. From 1912-13 the substitution of the *shop-vend* in place of the *monopoly* system had been the chief factor for the growth in the excise revenue up to 1914-15. Subsequently, notwithstanding the great amount of opium and *charas* smuggling which prevailed from across the borders, the rise was maintained on account of the large concentration of troops owing to the outbreak of the Great War, and also to our strained relations with the neighbouring tribes and the Amir of Afghanistan. This rise continued up to the year 1920-21, the revenue for which was the highest on record. During the later part of that year, however, demobilization of troops began and sales in consequence sank. At the auctions conducted towards the end of that year for 1921-22, the opium and *charas* license fees decreased owing to an announcement that the duty on these drugs would be enhanced. The contraction in sales during the previous year also affected the bidding. In regard to country spirit and Indian-made foreign liquors no such announcement was made, consequently the amount offered at the auctions, as license fee for vend of liquors, was in excess of the previous year's amount. The actual gross revenue realized during the year under report amounted to Rs. 9,12,685 against Rs. 10,87,454, in the preceding year, a decrease of Rs. 1,74,769, which is visible under all heads and in all districts. The expenditure rose from Rs. 41,955 to Rs. 53,424. The latter amount, however, includes the sum of Rs. 12,873 refunded to contractors for special causes. The genuine expenditure of the year under review was, therefore, Rs. 40,551.

## 5. Salt Revenue.

[ Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1922. ]

Excise duty.

167. Excise duty in the Kohat Salt Mines Division amounted to Rs. 4,58,288, a decrease of Rs. 3,61,216 on last year's figures. The total charges have increased by Rs. 44,402. There was no change in the duty during the year under report.

## 6. Stamp Revenue.

**Income and expenditure.**

168. The total receipts of the year under review, *i.e.* Rs. 10,19,862, exceed those of the previous year by Rs. 59,954, or 6·25 per cent. The total expenditure rose slightly *i.e.* from Rs. 53,555 to Rs. 53,816 or by Rs. 261 only, and the percentage of expenditure to income thus fell from 5·6 to 5·2.

The income from sale of Court fee stamps increased from Rs. 5,53,545 to Rs. 5,97,962 or by Rs. 44,417. The increase is spread over all districts except Hazara, and is accounted for by the growth in litigation. In Hazara litigation decreased, thus reducing income.

**Realizations under the Stamp Act.**

169. The realizations under the Stamp Act advanced from Rs. 4,04,630 to Rs. 4,18,210. There was an appreciable increase in all districts save Dera Ismail Khan, where a fall of Rs. 20,989 reduced the net increase to Rs. 13,580. The decline in Dera Ismail Khan is attributed to a cessation by the money lending classes in a boom, to invest surplus funds in house property, while the increase in other districts is due to the expansion in the number of documents executed and the enhanced value of the property transferred thereunder.

## 7. Income-tax.

[ Further details will be found in the Provincial Note on the Income-tax Returns for the year ending 31st March 1922. ]

**General.**

170. The Indian Income-tax Act (VII of 1918), as amended from time to time, remained in force during the year and no special difficulty is reported to have been experienced in its working. In last year's Note, it was remarked that the adjustment system prescribed by Section 19 of the Act, might, with advantage, be abolished, but the old Act has been repealed and replaced by Act XI of 1922, with effect from the 1st April 1922. The new Act omits the adjustment system.

**Collection.**

171. The total number of persons assessed to income-tax under Section 18 of the Act during the year under note was 2,232 and the collections on that account amounted, after adjustment under Section 19, to Rs. 5,59,285 (including tax on securities, companies and registered firms) as against 2,180 assessees and Rs. 4,62,982 income-tax last year. This increase of Rs. 96,303 in receipts is shared by three districts of Hazara (Rs. 1,35,202). Peshawar (Rs. 59,882) and Kohat (Rs. 20,699), while Bannu and Dera Ismail Khan show decreases of Rs. 27,303 and Rs. 92,177 respectively.

The large increases in Hazara and Kohat are due to house to house survey and careful assessment by the Special Income-tax Agency which continued its operations throughout the year, while the increase of Rs. 57,809 in Peshawar represents the large profits made by the traders during the year. The fall in revenue from Income-tax in the Bannu District is attributable mainly to bad harvests and consequent slackness in trade, while that in the Dera Ismail Khan District is due to assessment work in two Tahsils having fallen into arrears and remaining incomplete at the close of the year.

The Special Agency has continued to justify the extra expenditure involved by its creation and from the 1st April 1922 the Income-tax Department of this Province has been transferred to the charge of the Commissioner of Income-tax, Punjab, as an experimental measure for two years.

## 8. Forest Revenue.

[ Further details will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1922. ]

**Tables.**

172. The revenue and expenditure for the year is given in the following table :—

| Revenue. | Amount. | Percentage of revenue. |
|---|---|---|
| | Rs. | Rs. |
| I.—Major produce including drift ... ... | 5,33,524 | 92·17 |
| II.—Minor produce... ... ... ... | 34,308 | 5·92 |
| III.—Other heads ... ... ... ... | 11,033 | 1·90 |
| Total ... | 5,78,865 | ... |

| Expenditure. | Amount. | Percentage of expenditure. |
|---|---|---|
| | Rs. | Rs. |
| A.—Conservancy and works ... ... ... | 6,24,716 | 83·36 |
| B.—Establishment ... ... ... ... | 1,24,667 | 16·64 |
| Total ... | 7,49,383 | ... |

| | Amount. | Percentage of gross revenue. |
|---|---|---|
| | Rs. | Rs. |
| Deficit ... ... ... ... ... | 1,70,518 | 29·43 |

Increase in gross revenue and distribution to purchasers.

173. The increase in gross revenue is due to increased output and sales of departmentally worked timber arriving on the market. Timber to the following value was taken by purchasers:—North-Western Railway, Rs. 1,43,562; other State Departments, Rs. 45,179; Ishapore Rifle Factory, Walnut half-wroughts Rs. 49,105; the public, Rs. 2,03,391.

Net result.

The following statement which takes into account increases of stocks in hand in Sale Depôts only and capital expenditure shows a net deficit of Rs. 14,099:—

| | Rs. |
|---|---|
| (*i*) Cash deficit ... ... ... ... | 1,70,518 |
| (*ii*) Decrease in outstandings of revenue ... ... | 1,288 |
| Total ... | 1,71,806 |
| Deduct— | |
| (*i*) Increase in value of timber and other produce in sale depôts only ... ... ... ... | 88,428 |
| (*ii*) Increase in value of live and dead stock ... ... | 62,334 |
| (*iii*) Capital expenditure on roads and buildings during the year... | 56,875 |
| | 1,57,707 |
| Net deficit ... | 14,099 |

## 9. Local Funds.

District Funds.

174. The transactions are shown below:—

| Opening Balance. | Receipt. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|
| Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. P. | Rs. a. p. |
| 2,35,450 8 7 | 9,82,022 5 0 | 12,18,472 13 7 | 10,19,970 14 9 | 1,98,501 14 10 |

REVENUE AND FINANCE.

The actual total receipts amounted to Rs. 9,82,022-5-0 as compared with Rs. 8,65,482-10-0 during the previous year, while the total payments amounted to Rs. 10,19,970-14-9 as compared with Rs. 10,16,536-2-1 during the last year.

**Cantonment Funds.**

125. There are 9 such funds. Their transactions, as compared with those of the previous year, are shown in the subjoined statement :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1921-22 ... | 2,46,970 4 10 | 6,90,268 11 6 | 9,37,239 0 4 | 7,13,290 3 5 | 2,23,948 12 11 |
| Total 1920-21 ... | 2,43,180 7 7 | 7,37,866 13 3 | 9,81,047 4 10 | 7,34,077 0 0 | 2,46,970 4 10 |

**Cantonment General Hospital Funds.**

176. There are three such funds and their transactions, as compared with those of the previous year, are shown below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1921-22 ... | 56 6 0 | 7,446 10 4 | 7,503 0 4 | 7,446 10 4 | 56 6 0 |
| Total 1920-21 ... | 56 6 0 | 8,972 11 6 | 9,029 1 6 | 8,972 11 6 | 56 6 0 |

**Town and Bazar Funds.**

177. The Hill Location and Sanitary Fund in the Hazara District and the Parachinar Bazar Fund in the Kurram agency are the only funds under this head. The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of Fund. | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Hill Location and Sanitary Fund— | | | | | |
| 1920-21 ... | 415 3 3 | 1,026 2 2 | 1,441 5 5 | 968 8 5 | 472 13 0 |
| 1921-22 ... | 472 13 0 | 2,478 5 2 | 2,951 2 2 | 1,455 9 6 | 1,495 8 8 |
| Parachinar Bazar Fund— | | | | | |
| 1920-21 ... | 35,390 12 3 | 53,611 3 3 | 89,001 15 6 | 40,083 6 3 | 48,918 9 3 |
| 1921-22 ... | 48,918 9 3 | 55,948 12 3 | 1,04,867 5 6 | 56,215 13 2 | 48,651 8 4 |

**Medical and Charitable Funds.**

178. The Lady Minto Swat Hospital Fund in Dir-Swat is the only fund of this description. The income of the fund is derived from the rent of shops and is utilised in the maintenance of the male and female hospitals. The receipts and payments of the fund during the year under report amounted to Rs. 9,520-13-0 and Rs. 11,336-15-6 respectively. The fund closed with a balance of Rs. 13,340-9-4

**Police Funds.**

179. These are branches of the Police Remount Fund under the control of the Inspector-General of Police. Their transactions are shown in the subjoined statement :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1921-22 ... | 3,520 1 11 | 6,925 5 6 | 10,445 7 5 | 6,790 9 0 | 3654 14 5 |
| Total 1920-21 ... | 2,959 4 5 | 6,558 3 6 | 9,517 7 11 | 5,997 6 0 | 3,520 1 11 |

Public Works Funds.

180. These funds, known as the Canal Clearance Funds, exist in two districts. Their transactions are shown below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1921-22 ... | 90,376 3 10 | 85,164 9 5 | 1,75,540 13 3 | 81,641 1 11 | 93,899 11 4 |
| Total 1920-21 ... | 72,416 11 11 | 1,37,143 8 10 | 2,09,560 4 9 | 1,19,212 10 11 | 90,347 9 10 |

The difference between the opening balance of the year under report and the closing balance of the preceding year is due to the subsequent adjustments made by journal entries.

Agror Accumulation Fund.

181. The nature of this fund was explained in the report for the year 1902-03. The sum of Rs. 36,000 on account of the surplus balance of the Agror Estate has been invested in Government Promissory Notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund. The opening balance of the fund was Rs. 563-8-9. The receipts during the year amounted to Rs. 1,256-13-8 as compared with Rs. 1,256-13-8 in the previous year and the payment to Rs. 1,212-0-0 against Rs 1,212-2-0. The fund closed with a balance of Rs. 608-6-5.

Famine Fund.

182. This fund exists only in the Dera Ismail Khan District. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0.

Chaukidari Clothing Fund.

183. This fund exists only in the Hazara District and was commenced in 1906-07. The receipts and payments during the year were Rs. 1,978-3-9 and Rs. 3,702-11-3 respectively. It closed with a balance of Rs. 490-7-9.

Saddana or Embankment Fund.

184. This fund exists in the Dera Ismail Khan District and was sanctioned in the year 1906-07. The opening balance was Rs. 80,644-12-2. The receipts amounted to Rs. 28,148-4-0. and the payments to Rs. 91,463-1-3. It closed with a balance of Rs. 17,329-14-11. In the previous year, receipts and payments amounted to Rs. 71,059-3-7 and Rs. 67,982-0-5 respectively.

Municipal Funds.

185. Under this category are included the funds both of Municipalities proper and of Notified Areas. There are altogether 6 Municipalities and 8 Notified Areas in the North-West Frontier Province.

Their transactions are as noted below :—

| | Opening Balance. | Receipts. | Total. | Payments. | Closing Balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Municipalities ... | 19,13,770 14 2 | 21,56,617 12 7 | 40,70,388 10 9 | 31,40,014 6 6 | 9,30,374 4 3 |
| Notified Areas ... | 1,57,641 14 5 | 1,54,087 1 5 | 3,11,728 15 10 | 1,81,018 6 5 | 1,30,710 9 5 |
| Total 1921-22 ... | 20,71,412 12 7 | 23,10,704 14 0 | 43,82,117 10 7 | 33,21,032 12 11 | 10,61,084 13 8 |
| Total 1920-21 ... | 13,62,879 12 7 | 29,18,505 9 0 | 2,81,385 5 7 | 22,09,972 9 0 | 20,71,412 12 7 |

The difference between the opening balance of the year under report and the closing balance of the preceding year is due to the subsequent adjustments made by journal entries.

All the Municipalities and Notified Areas bank with Government treasuries. Their accounts opened and closed with credit balances during the year under report.

# CHAPTER VI.

# VITAL STATISTICS AND MEDICAL SERVICE.

## 1. DETAILS OF CENSUS.

*(Census of March 18th, 1921).*

**Previous censuses.**

186. The recent enumeration, which took place on the night of the 18th March 1921, was the second to be carried out since the North-West Frontier Province came into being in October 1901. Previous censuses of the Districts included in the North-West Frontier Province were carried out respectively on the 31st December 1854, the 1st June 1855, the 10th January 1868, the 17th February 1881, the 26th February 1891, the 1st March 1901, and the 10th March 1911, the first five being conducted under the orders of the Government of the Punjab, of which Province the settled districts with which we are now concerned then formed a part. The three first enumerations were separated by equal intervals of a little more than 13 years and the subsequent censuses occurred at intervals of ten years. In the following paragraphs the figures of the census of 1921 are always referred to save when the contrary is expressed. The returns of enumerations previous to 1911, where referred to, are the figures adjusted to represent the administered portion of the Province as it stood in March 1921.

**Movement of population in the trans-border tract unknown.**

187. The total population of the Province, both enumerated and estimated, as ascertained at the 1921 census, was 5,076,476 souls. Of these no less than 2,825,136 persons, or 56 per cent., constituted the population of the trans-border tract. The residents of civil posts and military areas, amounting to 54,470 persons, were counted on the standard schedule, the balance being merely an estimate based on rough calculations of the fighting strength of the independent tribes inhabiting the region, four women and children being allowed for each fighting man. The estimated population of this tract, excluding posts and Military areas, advanced from 1,608,556 to 2,770,066 and the enumerated population from 13,538 to 54,470 during the last intercensual period. No statistical information regarding the internal condition of this tract is available, but the epidemic of influenza in 1918 is reported to have wrought at least as great havoc in it as in the settled districts. The apparent extraordinary rise in the estimated population is attributable to the inclusion in the present estimate of a large number of tribes which were omitted from similar calculations made at the Census of 1911. The population of posts and military areas in this tract at the recent Census was nearly four times the number enumerated in 1911. The explanation is to be found in the altered military requirements of the Province at the time the present Census was taken. In 1891 (except for a small number of troops enumerated in 1881 in the Khyber Pass) and in earlier enumerations the trans-border tract of the Province was not included within the scope of Census operations. No data were therefore available on which a consideration of the movement of population in the trans-border tract could be based.

**Movement of population in the settled districts.**

188. The table printed in the margin shows the variations in the population of the five settled districts of the Province disclosed by succeeding Censuses since 1855. The Census of 1881 was the first to be carried out scientifically and with the care and accuracy that mark such operations in the present day. It is evident, however, that the growth of population up to the year 1891 was very rapid, and largely responsible for the total increase which has taken place since 1855. We have here a natural result of the

*Population of the districts of the Province.*

| Year | Population. | Percentage of increase. | | |
|---|---|---|---|---|
| 1855 ... | 1,144,047 | 17 | period | 1855-1868 |
| 1868 ... | 1,389,566 | 17 | „ | 1868-1881 |
| 1881 ... | 1,575,943 | 17 | „ | 1881-1891 |
| 1891 ... | 1,857,519 | 9 | „ | 1891-1901 |
| 1901 ... | 2,041,534 | 7 | „ | 1901-1911 |
| 1911 ... | 2,196,933 | 2·5 | „ | 1911-1921 |
| 1921 ... | 2,251,340 | 97 | „ | 1855-1921 |

spread of tranquillity and public confidence which followed annexation, in marked contrast to the conditions preceding the advent of British control. Since 1891, as the land capable of cultivation has been taken up and the affects of the anarchry of the earlier period have subsided, the rate of increase naturally declined, to 7 per cent. for the period 1901-1911 and to 2·5 for the subsequent decade. The latter figure would have been markedly higher but for the unprecedented mortality caused by Influenza in 1918, which destroyed a little less than 5 per cent. of the total population of 1911, as well as to the abnormal ravages of malaria which wrought similar havoc in the two preceding years.

Towns.

189. Of the total population of the Province, 85 per cent. is rural and 15 per cent. urban, the corresponding figures for 1911 being 87 and 13 respectively. The urban population of the Province advanced by 15·1 per cent. which is accounted for by the disturbed condition of the border and tribal lawlessness at the time the recent Census was taken. Military operations were going on in Waziristan and unusually large bodies of troops were massed all along the frontier, and the population of Cantonments which are included in urban areas advanced by over 33 per cent; an increase of 9 per cent. in the case of other town population is attributable largely to a temporary influx of villagers into towns owing to the activity of raiding gangs in rural tracts. The comparatively high proportion of urban to total population is largely due to the existence of a large number of Cantonments in the Province. A large proportion of the urban population (28 per cent.) live in cantonments and it follows that 28 persons out of every 100 of urban population reside in towns, not because they have any preference for urban, as opposed to rural, life, but because strategical considerations have led to the massing of large bodies of troops along the frontier. The number of the towns has not greatly varied from one census to another. It rose from 15 in 1881 to 17 in 1891, to 18 in 1901 and to 19 in 1911. Of the four additions made since 1881, three (Jamrud, Cherat and Risalpur) were treated as towns because cantonments were established there, and the fourth (Tank) was included in the urban area, because it had been declared a notified area. The number of towns in the Province has remained unaltered since 1911.

The marginal statement shows the distribution of the urban population according to the size of the towns in which they live. Peshawar has for the first time been treated as a city in the census of 1921 and it is the only city in the Province, its population being 104,452 persons, of whom 79,427 live within municipal limits and 25,025 in the cantonment. The number of towns containing a population of 20,000 and over advanced from 4 in 1911 to 5 in 1921, which is due to the inclusion in this class of Bannu (Edwardsabad) whose population rose from 16,865 to 22,261 during the last decade. The number of towns with a population of 5,000 to 10,000 rose from 6 to 9, as 4 towns (Nawanshahr, Jamrud, Lakki and Risalpur which had hitherto been shown in the lowest class, were included in the higher one at the recent census. The number of towns in the lowest class fell from 5 to 1. Both in rural and urban areas, Musalmans are everywhere the dominant cummunity except in the town of Bannu where Hindus and Sikhs combined predominate in the urban population.

*Number per* mille *of urban population residing in towns with a population of—*

| Year. | 20,000 and over. | 10,000 to 20,000 | 5,000 to 1,0000 | Under 5,000 |
|---|---|---|---|---|
| 1911 ... | 621 (4) | 170 (4) | 160 (6) | 49 (5) |
| 1921 ... | 660 (5) | 136 (4) | 203 (9) | 11 (1) |

The Hindus and Sikhs of the Bannu Municipality advanced by 49 and the Musalmans by 20 per cent., the corresponding percentages for Lakki being 99 and 31 respectively. This phenomenal increase in the urban population of the Bannu District is due in great measure to the insecurity of life and property in the rural area at the time of the recent census which caused a temporary influx of Hindus and Musalmans from the rural to the urban areas.

Villages.

190. The 'Census' village is identical with the revenue estate in British districts. The number of inhabited villages advanced from 3,033 to 3,356 during the last decade. The increase of 323 villages in the Province is due to an apparent rise of 367 villages in Feudal Tanawal (States of Amb and Phulra) of the Hazara District consequent upon an incorrect return at the Census of 1911, when a large number of groups of villages were treated as single villages. According to the revenue records the total number of villages in the five administered districts is 3,513, of which 138 were deserted at the time of the present census.

The marginal statement shows the distribution of the rural population in villages arranged according to size. The average population of a village in the province is 571, but as there is no necessary connection between the Census and the residential village, the figures are not very informing. The Census results are, however, probably correct in suggesting that Kohat District has proportionately the greatest number of very large villages (5,000 inhabitants and over), while Hazara, Bannu and Dera Ismail Khan all possess relatively large numbers of small ones.

*Number per* mille *of rural population residing in villages with a population of—*

| Year. | 5,000 and over. | 2,000 to 5,000. | 500 to 2,000. | Under 500. |
|---|---|---|---|---|
| 1911 ... | 45 | 278 | 465 | 211 |
| 1921 ... | 49 | 284 | 462 | 205 |

Distribution over area.

191. Taking the Province as a whole, the pressure of the population is light, amounting to only 130 per square mile. This figure has, however, no great significance. Nearly two-thirds of the area are taken up by the trans-border tract, for which we have only an estimate of population, while a large proportion of the 25,500 square miles which are included in it consist of uninhabited and unculturable waste. The incidence of population per square mile in the settled districts advanced from 164 in 1911 to 168 in 1921, involving an increase of 2·5 per cent. in the total population. The mean density of Peshawar, which is the most densely populated district in the Province, increased from 332 to 348 and of Dera Ismail Khan, the most sparsely inhabited district, from 74 to 75. The density of Hazara improved from 207 to 208 and that of Kohat and Bannu declined from 82 to 79 and from 149 to 147 respectively, the last two being the only districts of which the population declined during the last decade. The pressure of the population per square mile of cultivatad area was 806 in Hazara, 641 in Peshawar, 441 in Kohat, 326 in Bannu and 270 in Dera Ismail Khan.

Distribution among houses.

192. The total number of occupied houses in the settled districts, as ascertained at the recent Census, was 436,818 as compared with 435,161 houses returned at the previous Census. The average number of persons per house advanced from 5 to 5·2 and of houses per square mile from 32·4 to 32·6, during the last decade. As was to be expected, the figures for the average number of houses per square mile follow closely the figures of density of population for the various districts. Peshawar is the most thickly housed, as it is the most densely populated tract, while Dera Ismail Khan occupies the lowest position in respect of both density of population and average number of houses. The average size of a family, or the standard of population per house, is practically uniform through out the Province. The average for the Province is 5·2, which is also the average for Peshawar and Bannu, the corresponding figures for Kohat, Dera Ismail Khan and Hazara being 5·3, 5·1 and 5·0 respectively.

Distribution by religion.

193. The enumerated population of the Province consists of 2,084,123 Musalmans, 174,734 Hindus, 32,898 Sikhs, 13,916 Christians, 20 Parsis, 3 Jains, and 116 Budhists. Islam is the dominant religion everywhere in the Province. In the districts Musalmans constitute a little less than 92 per cent. of the total population, Hindus approximately 6 per cent., Sikhs a little over 1 per cent. and Christians ·5 per cent. All the 116 Budhists in the Province were enumerated in the trans-border posts. The Musalman elemen is strongest in Hazara (95 per cent.) and weakest in Dera Ismail Khan (84tper

cent.). Peshawar and Kohat have almost the same proportion of Musalmans (92 per cent.), and Bannu occupies an intermediate position between Dera Ismail Khan and Hazara (89 per cent.). The Hindus are strongest in Dera Ismail Khan, where they amount to 15 per cent. and weakest in Hazara where they comprise only 4 per cent. of the total population. Next to Dera Ismail Khan, Bannu is inhabited by the largest proportion of Hindus (10 per cent.); in both Kohat and Peshawar they constitute about 5 per cent. of the whole population. The Musalmans are almost wholly Sunnis; out of every 100 Musalmans 95 are Sunnis, a little less than 4 Shias and about 1 is an Ahmadi. By far the largest majority of the Hindus returned in the Province (85 per cent.) were recorded as followers of Sanatan Dharma, the number of Arya Samajists (including Vedic Dharmis) being about 9 per cent. in the totat Hindu population. Of the Sikhs 58 per cent. returned themselves as "Sikhs", "Tat Khalsas", "Singh Sabhis", or "Gobind Singhis", after the nomenclature adopted by Sikhs of the advanced school who regard Sikhism as a separate religion and not a sect of Hinduism. The remaining 42 per cent. of Sikhs returned themselves as Arya Samaji, Nanak Panthi, Vedic Dharmi, or Sanatan Dharmi. They represent that party of the Sikhs who regard Sikhism as a sect of Hinduism.

**Birth place of population.**

194. The total population of 2,294,263 enumerated at the recent Census on the regular Schedule in the North-West Frontier Province, both in the districts and trans-border posts, comprises 2,135,701, or over 93 per cent. born within the Province, and 157,562, or rather less than 7 per cent., outside it. Of the latter 118,395, or over 5 per cent., were born in other parts of India and the rest (about 1 per cent. of the population) were immigrants from other countries. Of the people enumerated in the five settled districts over 91 per cent. were present in their homes within the districts of their birth on the night of the final Census; rather less than 2 per cent. belonged to other districts of the Province, a little less than 4 per cent. came from other parts of India and the balance of just over 1 per cent. were born in countries outside India. The natives of the Province, like other Indians, are for the most part a stay-at-home people, but their reluctance to leave their homes is gradually decreasing under modern conditions and there has been a marked improvement in migration from district to district within the Province. The number of persons born in the district in which they were enumerated fell from 994 to 985 per *mille*, while the number of those born in the contiguous districts and other districts of the Province improved from 4 to 10 and from 2 to 5 per *mille* respectively.

**Extra Provincial migration.**

195. The total number of immigrants from other parts of India and from other countries was 163,502 and of emigrants to other parts of India 75,618, the net result being a gain to the Province of 87,884 souls. Immigration exceeds emigration in all districts except in Hazara where there is an excess of the latter by 12,922 persons. The bulk of the immigrants come from non-contiguous parts and the reason is not far to seek. Most of the immigrants consist of troops recruited from places other than contiguous parts whose contribution to the army is almost negligible. For the same reason, the number of immigrants from outside India exceeds those from contiguous parts of the Punjab and Kashmir. The former consist largely of Europeans, employed both in the army and civil departments of Government, but by far the largest contribution to this class is made by immigrants from Afghanistan. Immigrants from contiguous parts are found in the largest number in Peshawar and Hazara, the former receiving them mainly from the Attock District of the Punjab and the latter from Kashmir and Rawalpindi. These immigrants are mostly of the casual type.

The total number of immigrants from other Provinces and States of India is 118,395 as compared with 82,139 in 1911. The immigrants from the Punjab, to which Province most of the immigrants belong, advanced from 67,132 to 97,624 during the decade—a gain of 45 per cent. which is directly accounted for by the presence of unusually large Military forces in the Province at the time of the recent census. Next to the Punjab, the United Provinces supply the largest number of immigrants (7,684), Kashmir is

responsible for 3,006, Bombay for 2,489, Madras for 1,959 and the Punjab States for 1,208. The number of immigrants from countries beyond India was 39,167 against 53,206 in 1911. The decrease of 14,039 (26 per cent.) is attributable to the remarkable decline (20,382) in the number of immigrants from Afghanistan which is due to the abnormally disturbed state of the border at the time of the census. The largest body of emigrants, as was to be expected, were enumerated in the Punjab (33,838). The number of emigrants to Bombay advanced by 70 per cent. from 6,870 to 11,693 during the last decade, while those to Kashmir declined from 11,488 to 7738. 4953 emigrants were enumerated in Baluchistan against 4,080 in 1911.

**The Ages of the people.**

196. The returns of age recorded in the census schedules are so inaccurate that it is impossible to base any authoritative conclusions upon the age statistics. The mean age of the total population is 24·7 years in the case of males and 24·1 years in that of females. Males as a rule appear to be longer lived than females, but the proportion of female children to the total female population is abnormally large. The mean age for the three main religions is exhibited in the margin. The figures for Hindus and Sikhs are much higher than those for Musalmans in the case of males and this is clearly attributable to the fact that the Musalmans have a much higher proportion of children than either the Hindus or Sikhs, the figures in whose case include a large proportion of male immigrants in the prime of life. The mean age of Hindu and Sikh males is invariably considerably higher than that of females of these religions, not only because males are longer lived but also because the proportion of males of middle age is much higher than that of females. The mean age of the population as a whole has sine 1881 risen from 23·9 to 24·7 in the case of males and from 23·6 to 24·1 in that of females. The figures for 1891 were no doubt a little lower than those of 1881, but since 1891 they have steadily improved both for males and females which is an index of the steady improvement in the material welfare of the people during the last 30 years.

| Religion. | Mean Age. | |
|---|---|---|
| | *Males.* | *Females.* |
| Musalman ... ... | 24·7 | 24·4 |
| Hindu ... ... | 27·1 | 24·6 |
| Sikh ... ... | 27·6 | 24·2 |

**Civil condition of the people.**

197. The marginal table indicates the civil condition per *mille*, male and female of the inhabitants of the settled districts. Married females are slightly in excess of married males among Musalmans which is partly due to the emigration of married males and partly to the system of polygamy practiced under sanction of the *Shariat*. All other communities in the Province show a remarkable excess of married males over married females. The proportion of married males to every 100 married females is 200 among Hindus, 215 among Sikhs and 290 among Christians. A large proportion of the Hindu, Sikh and Christian population of the Province consists of male immigrants, mostly in the Civil or Military employ of Government, which accounts for the preponderance of married males among these communities. The universality of marriage among the population of the Province may be inferred from the fact that in the age period of 40 and over, only 43 females out of every 10,000 of that sex remain unmarried, the corresponding figures for Musalmans being 44, for Hindus 20 and for Sikhs 25. The largest proportion of females remaining unmarried at 40 and over are found among Musalmans whose figures have to some extent been influenced by various causes into whose details it is not necessary to enter. The recognised custom among the Musalman agriculturists of the Province by which a female is, in the absence of male issue, allowed to inherit and enjoy patrimony so long as she does not marry induces a considerable number of Musalman women to remain unmarried all through life. Among the Hindus and Sikhs unmarried females of 40 and over are for the most part those suffering from incurable illness or deformity. As many as 113 males out of every 10,000 remain unmarried

| Civil condition. | Males. | Females. |
|---|---|---|
| *Unmarried* ... ... | 568 | 440 |
| *Married* ... ... | 360 | 444 |
| Widowed ... ... | 52 | 116 |

after 40, owing mainly to the shortage of females. The early admission of an appreciable number of the people to religious celibate orders is also to some extent responsible for the high proportion of unmarried males. The Hindus occupy the worst position here with a proportion of 145 unmarried males out of every 10,000 after the age of 40, the corresponding figures for Sikhs and Musalmans being 113 and 110 respectively. The custom of widow remarriage reduces the number of unmarried males among Musalmans, while its practical absence among the Hindus and Sikhs is to an appreciable extent responsible for the comparatively high proportion of unmarried males after 40 in these communities. From 15 to 40 years, which is the real child bearing age in this country, only 101 females per 1,000 remain unmarried.

**Age of marriage.**

148. Infant marriage can almost be said to be unknown, as no child under 5 years of age was recorded as married at the recent census. In the total enumerated population only one boy and two girls out of 1,000 of each sex between 5 and 10 years of age were returned as married. In the next age period (10—15) there were 22 married males and 122 married females per 1,000 of each sex of these ages. In every age period under 20 the proportion of married Hindus and Sikhs is naturally much higher than that of married Musalmans. As compared with the Punjab and India, early marriage under 15 years of age may be said to be almost negligible in this Province.

**Polygamy.**

199. Polygamy, though permitted under both Hindu and Muhammadan law, is not wide practised in Province. A man rarely takes a second wife during the life time of the first, except by reason of her failing to bear male children. The practice of polygamy is much commoner among Musalmans than among Hindus and Sikhs. It is generally confined to the rich, although poor men belonging to menial classes such as Chuhras and Chamars, are also sometimes found to have more than one wife.

**The proportions of the sexes.**

200. The population of the five districts of the Province consists of 1,229,316 males and 1,022,024 females which means that there are 831 females to every 1,000 males, the corresponding figures for 1911 being 858. While the proportion of females in this Province is unusually low, the sex proportion of the population vary widely, not only in different parts of the Province but also for different religions. The proportion of females for every 1,000 males is 866 for Musalmans, 559 for Hindus and 484 for Sikhs. The comparatively low proportion of females among Hindus and Sikhs is undoubtedly due to a very large proportion of these communities being immigrants, employed in Government service, both Civil and Military, or engaged in trade, who are not generally accompanied by their families. The proportion of females in Hazara is the highest, because it is the only district in the Province where emigrants are in excess of immigrants and the excess of immigration over emigration in Peshawar, Bannu and Dera Ismail Khan has raised the proportion of males in these districts.

**Distribution by occupation.**

201. The distribution of the population according to the four main classes of occupation recognised by the Census are given in the margin. No less than 649 per *mille* of the population are supported by agriculture, while the most important sub-class under class B is "industry," which maintains 126 persons, followed by "trade" with 63 per *mille*. Under class C, Public Forces support 46; Public administration 12; and professions and liberal arts 33 per *mille* of population.

| Occupation. | Number. | Proportion per *mille* of total population. |
|---|---|---|
| A.—Production of raw materials ... | 1,502,802 | 655 |
| B.—Preparation and supply of material substances ... | 1,472,474 | 206 |
| C.—Public administration and liberal arts ... | 209,021 | 91 |
| D.—Miscellaneous ... | 110,466 | 48 |

**Industry.**

202. The division of labour in the Province has not yet proceeded very far and classification is difficult. The carpenter for example is often an iron-smith, the shopkeeper a money-lender, and the agriculturist a trader. The

industries which support large bodies of population are given in the margin, the total number of people who live on one kind of industry or other being 288,849. There are 24,614 weavers, 24,449 carpenters, 26,575 ironsmiths, 17,192 potters, 18,369 tailors, 26,226 boot and shoe makers, 24,723 barbers and 9,569 scavengers. Industrially the Province is still in its infancy and, except in the case of Government factories, it has hardly made any industrial improvement during the last decade. There are in the whole Province 39 industrial establishments in which 10 or more persons are employed. They find work for 1,465 males including 39 managers, 53 supervisors and technical experts, 43 clerks and 663 Indian skilled workmen and 667 unskilled labourers, including 17 male children. Only 18 factories employing 484 men use mechanical power.

| Occupation. | Number. |
|---|---|
| 1. Textile ... ... ... | 43,994 |
| 2. Wood (Carpenters etc.) ... ... | 24,818 |
| 3. Metals. (Iron-smiths and other metal workers) ... ... ... | 28,303 |
| 4 Ceramics (Potters etc.). ... ... | 20,288 |
| 5. Food industries (Butchers, bakers etc.) ... ... ... | 27,207 |
| 6. Industries of dress and toilet ... | 85,425 |

**Professions.**

203. Professions and liberal arts provide a livelihood for 74,392 persons. More than half of these are enumerated under religion (44,471). Medicine accounts for 9,174, instruction for 4,807 and law for 2,229. Of 13,711 persons whose livelihood depends upon letters, arts, and sciences, 10,752 are musicians, singers and actors or their dependents.

**Literacy.**

204. By the standards of literacy accepted for Census purposes, namely the ability to read and write a letter, 43 per *mille* of the total enumerated population were returned as literate, the proportion among males being 70 and among females 9. The extent of English education is even narrower. Of the total literates less than one quarter, or 9 per *mille* of the total population, know English, but while one in 5 male literates has the English qualification, the corresponding proportion of English knowing females is only one in every 7.

The Musalmans are by far the most backward community in the Province inasmuch as out of 98,450 literates recorded at the present Census only 33,871, or 34 per cent., were Musalmans who contribute about 92 per cent. to the total population of the Province. In fact the number of Hindu literates (41,303) is considerably in excess of Musalmans who can read and write, although for every Hindu in the Province there are as many as 14 Musalmans. The Sikhs in the Province, both males and females, have a larger proportion of literates than either Hindus or Musalmans.

**Infirmities.**

205. The figures in the margin show the numbers in each 100,000 of the population suffering from each of the infirmities recorded at the last two Censuses. Every infirmity shows a considerable decline during the past decade, although the number of the infirm in 1921 was the same as in 1901. There was a steady decline in the number of persons afflicted from 1881 to 1901; then in 1911 there was a move in the reverse direction which has now been compensated by an equal fall. The deadly outbreak of influenza in 1918 and malaria of unusual virulence carried away about 10 per cent. of the total population. During these epidemics persons afflicted with infirmities suffer far more than any other class. They are nearly always of inferior physique and a large number of them, who are beggars and vagrants, have no one to look after them. The mortality among them must have been exceptionally high during the last decade and it is reflected in the figures of the recent Census.

*Number suffering per 100,000.*

| Infirmity. | 1911. | | 1921. | |
|---|---|---|---|---|
| | Males. | Females. | Males. | Females. |
| Insanity ... | 47 | 25 | 54 | 25 |
| Deaf-mutism... | 97 | 69 | 113 | 75 |
| Blindness ... | 132 | 133 | 161 | 151 |
| Leprosy ... | 11 | 7 | 17 | 8 |

## 2. Births and Deaths.

206. The total number of deaths registered during the year was 67,458, which was 19,763 more than in the previous year, the ratio of deaths of males to every 100 females being 122. The total death-rate, however, was 31·6 as compared with 34·9 for the preceding quinquennium. The following table shows the deaths recorded in the settled districts during 1920 and 1921. It will be noted that there is an increase in every district except in Dera Ismail Khan :— Deaths.

| | *1920.* | *1921.* |
|---|---|---|
| (1) Hazara ... ... ... ... | 18,907 | 25,087 |
| (2) Peshawar... ... ... ... | 16,016 | 18,490 |
| (3) Kohat ... ... ... ... | 4,555 | 8,499 |
| (4) Bannu ... ... ... ... | 5,313 | 8,241 |
| (5) Dera Ismail Khan ... ... ... | 7,904 | 7,141 |
| | 47,695 | 67,458 |

The increased mortality during the year, compared with the preceding year, was due to the prevalence of cholera and malaria and the prevailing scarcity which lowered the resistance of the poorer classes to disease. Cholera accounted for over 4,000 deaths, while some 53,800 died from diseases recorded as "fever." Of the latter, a large percentage probably suffered from malaria which was very prevalent in the autumn, especially in Hazara. Mortality was greatest during the last four months of the year when malaria was widely prevalent, the highest death-rate being reached in the month of October, while the lowest death-rate recorded was in May. From June to September there was an average of 955 deaths in each month due to cholera.

207. The total number of births recorded during the year was 58,200, compared with 60,868 during the preceding year, while the birth-rate was 27·3 as compared with 29·6, the average birth-rate for the preceding five years. In all districts except Dera Ismail Khan there was a decrease in the number of births, compared with the numbers recorded in 1920, and this decrease was most marked in the Hazara and Bannu districts. The low birth-rate is probably explained by scarcity due to the high price of food-stuffs which prevailed throughout the Province during the summer and autumn. Births.

## 3. Sanitation.

208. Municipalities and Notified Areas, out of a total income of Rs. 22,43,843, spent Rs. 6,90,415 on sanitary works and conservancy charges as detailed below :— Sanitary Works.

| | Rs. |
|---|---|
| Conservancy establishment ... ... ... | 2,34,006 |
| Roads and bridges ... ... ... ... | 39,734 |
| Drainage ... ... ... ... ... | 50,909 |
| Paving and widening streets ... ... ... | 73,955 |
| Water-supply ... ... ... ... | 2,91,811 |
| Total ... | 6,90,415 |

District Boards, out of an income of Rs. 9,06,093 spent Rs. 1,33,292 on sanitation as follows :—

| | Rs. |
|---|---|
| Conservancy establishment ... ... ... | 3,164 |
| Roads and bridges ... ... ... ... | 93,309 |
| Drainage ... ... ... ... ... | 613 |
| Water-supply ... ... ... ... ... | 8,026 |
| Paving and widening streets ... ... ... | 28,180 |
| Total ... | 1,33,292 |

The amount given by Government as grants-in-aid to local authorities was only Rs. 7,067. This included (*i*) Rs. 4,800 to the Peshawar Municipality to pay for the up-keep of a motor watering wagon for watering roads in the civil portion of cantonments. This will be an annual recurring charge, (*ii*) Rs. 1,200 to the Hazara District Board hospital and sanitary fund and (*iii*) three other small sums totalling Rs. 1,067 for sanitary work in the Peshawar District.

**Progress.**

209. Progress in sanitary matters is disappointingly slow. It is hampered by a lack of intelligent interest on the part of members of local bodies in questions of public health, and by the reluctance they show to give Health Officers, who are provided at Government expense, sufficient executive control to make their supervision of the coservancy staff effective. With a view to improve the methods of conservancy in force in Municipal towns the Municipalities were urged (*i*) to bury human excrement and refuse, in place of allowing its collection and exposure in dumps just outside the towns, (*ii*) to improve the method of collection (a scheme showing the lines on which both could be done was submitted), (*iii*) to appoint a sanitary sub-committee with the Civil Surgeon as President and the Health Officer as Secretary, to meet twice a month, and (*iv*) to place the conservancy staff under the Health Officer and give him powers to punish them for neglect of duty. The Municipalities have acted on these suggestions to a certain extent: sanitary sub-committees now meet, the powers of Health Officers have been increased, conservancy collection has improved, and in certain towns burial in place of dumping has been adopted. The Peshawar Municipality, although the richest, lags behind other municipalities in dealing with its sanitary problems on modern lines, and conservancy in Kohat is still far from satisfactory. Schemes for improvement of the water-supply of Peshawar, Bannu, Kohat and Abbottabad towns are materializing slowly, and a town extension scheme for Bannu has made definite progress this year. A proposal for the appointment of an Engineer to the Public Health Department was submitted to the Government of India with the object of providing an expert, conversant with Sanitary and Municipal Engineering, to evolve and supervise the carrying out of sanitary schemes regarding water-supply, drainage, town extension and conservancy in the Province and to act as an advisor to Local Bodies. The present practice of employing a private firm or having the work carried out by the Military Works Department involves extra expenditure, and, in the latter case, owing to lack of staff, to considerable delay. The sanitary works undertaken by Municipalities and District Boards are entirely in the hands of overseers and their execution frequently defective. Owing to financial stringency the proposal was not sanctioned.

## 4. Medical Relief.

**General.**

210. At the beginning of the year there were 75 Hospitals and Dispensaries in the Province. During the year 11 new dispensaries were opened. Of these four were travelling dispensaries with headquarters at Umarzai, Topi, Draban and Banda Daud Shah, respectively. The two first subsequently were converted into fixed dispensaries. Three stationary dispensaries were opened, namely, at Baffa, Ladha and Wano. The Danish Mission opened a Zenana Hospital at Mardan, and in connection with the construction of the Khyber Railway, dispensaries were opened at Jamrud, Shahgai and Landi Kotal for the treatment of Railway employees. Two dispensaries belonging to the Church Missionary Society were closed: they were located at Tank and Charsadda.

**Attendance.**

211. The total number of in-patients treated was 11,971, compared with 11,664, the average for the preceding five years. The hospitals which show the greatest increase in attendance during the year are Egerton Hospital, Peshawar, Nowshera Civil Hospital and Bannu Mission Hospital. The total number treated inculdes 8,524 men, 2,431 women and 1,016 children. Of these 9,291 were cured, 1,364 relieved, 652 discharged otherwise and 504 died. The mortality rate was 4·21. The number of beds available was 523 for males and 318 for females, compared with 502 and 276 in 1920. The daily average

number under treatment was 437·18 against 419·21, the average for the preceding five years.

212. The principal diseases for which relief was sought were as follows :— Diseases.

| | |
|---|---|
| Malaria ... ... ... ... ... | 194,118 |
| Ulcers and other diseases of connective tissue and skin ... | 149,961 |
| Diseases of digestive system ... ... ... | 147,561 |
| Diseases of eyes ... ... ... ... | 105,703 |

The increase of 96,234 in the attendance of in and out-patients over the number for 1920 is partly accounted for by the opening of the additional dispensaries referred to in paragraph 2, but is mainly due to an outbreak of malaria for which 61,694 more patients sought relief than in the preceding year. Following a somewhat prolonged drought, there was an unusual amount of rain during the latter half of year. Mosquito-breeding areas abounded and the resistance of the poorest classes had been lowered by scarcity due to high prices. Hence the wide-spread outbreak of malaria.

*Cholera.*—Cholera occurred in epidemic form throughout the settled districts and invaded the Kurram and Tochi. It was difficult to persuade relatives to allow cases to be taken to hospital or even treated in their own homes. Only fifty cases were admitted as in-patients and 337 were treated as out-patients.

*Small-pox.*—Ten cases were admitted for treatment and 37 were treated away from hospital. Of the former three had not been vaccinated and four died. Small-pox was less prevalent than in 1920.

*Plague.*—There were no admissions for this disease, but nine cases were treated in their villages.

213. The total number of surgical operations performed was 35,330 compared with 34,108 in 1920. The percentage of cures was 98·36 and of deaths ·31. Out of the total 3,307 were selected operations. Surgery.

214. The expenditure on medical institutions in the Province was considerably in excess of that of the preceding year owing to (*i*) the increased rate of pay and allowances sanctioned for Assistant Surgeons, Sub-Assistant Surgeons and Compounders. (*ii*) the purchase of the Zenana Mission Hospital building in the Gorkhatri, Peshawar, by Government for a sum of Rs. 1,20,000 for use as a Municipal Zenana Hospital and (*iii*) the opening of seven new dispensaries. The expenditure incurred was as follows :— Financial.

| | Rs. |
|---|---|
| For salaries ... ... ... ... | 1,76,290 |
| For medicines ... ... ... | 50,755 |
| For diet ... ... ... ... | 13,528 |
| For miscellaneous charges ... ... | 32,759 |
| For buildings and repairs ... ... | 1,54,119 |
| Balance in hand ... ... ... | 5,312 |
| Total ... | 4,32,763 |

It was met from income derived from the following sources :—

| | Rs. |
|---|---|
| Cash balance ... ... ... ... | 1,462 |
| Contributions from Government ... ... ... | 2,53,837 |
| Contributions from Local Funds ... ... | 32,229 |
| Contributions from Municipal Funds ... ... | 1,19,843 |
| Subscriptions ... ... ... ... | 5,605 |
| Miscellaneous receipts ... ... ... | 18,787 |
| Total ... | 4,32,762 |

## 5. Vaccination.

Vaccinations.

215. The total number of vaccinations performed in the settled districts and agencies during the year was 100,219 compared with 116,167, the number for the preceding year. There was a total decrease of 15,948 in the number of vaccinations performed in the whole Province compared with the figures for 1920-21. Various causes tended to hamper the progress of vaccination. There was a decrease of 5,675 in the number of births registered compared with the preceding year. Cholera was epidemic from May to September and malarial fever was very prevalent from September to December. These diseases, combined with scarcity and high price of food-stuffs, resulted in more sickness and a higher mortality rate than usual. The value of re-vaccination is not fully appreciated by the majority of the population unless small-pox is prevalent. Only 11,708 re-vaccinations were performed during the year which is 7,054 less than in the preceding year.

Mortality.

216. During the past five years the average annual number of deaths from small-pox was 766 and the ratio mortality per thousand of population was 0·36. During the year under report there were 352 deaths, giving a ratio of 0·16 per thousand of population. Small-pox did not occur in epidemic form, but there were scattered cases in all districts.

Lymph.

217. Glycerinated chloroform lymph procured from the Punjab Vaccine Institute has been used throughout the year and, with the exception of ten tubes supplied to Dera Ismail Khan, the lymph was of good quality.

Attitude of the people.

218. The attitude of the people towards vaccination is, on the whole, favourable. Re-vaccination, however, is considered unnecessary and troublesome, except when small-pox prevails in epidemic form. There is no religious prejudice against vaccination.

# CHAPTER VII.

# INSTRUCTION.

[ Further information on the subjects dealt with in this chapter will be found in the Statistics of British India, Volume V—Education and Volume IV—Administrative, Judicial, and Local Self-Government.]

## 1. GENERAL SYSTEM OF PUBLIC INSTRUCTION.

Department.

219. The Educational Department is under the control of the Director of Public Instruction for the North-West Frontier Province. Previous to 1914 education in Baluchistan and the North-West Frontier Province was administered by a joint Director.

The inspecting staff of the Department consisted of (*a*) an Inspector of High Schools, who is also Principal of the Training College, (*b*) an Inspectress of Schools, (*c*) two Circle Inspectors in the Provincial Educational Service, and (*d*) five District Inspectors and four Assistant District Inspectors in the Subordinate Educational Service. Since the close of the year certain reductions have been effected with a view to economy, the most important being the abolition of one post of Circle Inspector and a redistribution of duties between the remaining Inspector and the Inspector of High Schools.

System of education.

220. The system of education is prescribed in the Education Code of the North-West Frontier Province. This Code was first published in 1915.

Colleges.

221. There are two Arts Colleges, the Islamia College and the Edwardes Mission College, both in Peshawar. They are affiliated to the Punjab University up to the B. A. Standard. Both are aided institutions.

Secondary schools.

222. Secondary schools are of three kinds — (*a*) High Schools, Anglo-Vernacular, containing six classes, namely, two High and four Middle classes, and in some cases four Primary classes in addition, (*b*) Anglo-Vernacular Middle Schools, containing four Middle classes and four Primary classes, (*c*) Vernacular Middle Schools containing four Middle classes and four Primary classes. All High Schools are managed either by the Education Department or by private bodies. In the latter case, if recognised, they may be either aided or unaided by Government. Anglo-Vernacular and Vernacular Middle Schools are managed either by local bodies, *i.e.* District or Municipal Boards, or by private bodies. The former are aided by Government. In the latter case, if recognised, they may be aided or unaided by Government.

Promotion from Primary Schools and from Primary Departments of High Schools are made by District Inspectors and Head Masters of High Schools respectively on the results of an informal examination. Promotions from Vernacular Middle Schools are made on the results of a Departmental Vernacular Middle School Examination. Pupils who are successful in this examination and enter a High School read for two years in a special class, in which special attention is devoted to English. Promotions from Anglo-Vernacular Middle Departments and Schools are made by the Inspector of High Schools and the Circle Inspectors respectively.

The Vernacular Middle School curriculum has recently been revised and made more practical. In 1914 the vernacular was made the medium of instruction in Anglo-Vernacular Middle Schools in all subjects except English. In 1916 the School Final system was introduced in High Schools. Under this system School Final Certificates are awarded at the end of the High School course to pupils whose work is judged satisfactory by the Inspector of High Schools, and such pupils may then, if they desire, take the School Final Examination which is conducted by the Department. Candidates who pass this examination in any complete group of subjects recognised by the Punjab University for its Matriculation test are considered eligible for admission to a college affiliated to the University. The majority of the High Schools now take the School Final Examination. A small number take the Matriculation Examination of the Punjab University.

Scholarships tenable in High and Middle Schools and Middle Department are awarded on the results of examination, a limited number of Middle School scholarships being assigned to boys whose special circumstances merit peculiar consideration, and who are eligible for, but have failed to obtain, any other class of scholarship. Scholarships tenable in Colleges are awarded on the results of the School Final Examination.

Primary schools.

223. The Primary Schools are managed either by local bodies, *i. e.* District and Municipal Boards, or private bodies. The former are aided by Government, and in the case of District Board Schools the Education Department exercises a detailed control. Schools under private management may, if recognised, be aided or unaided by local bodies.

The Primary School course was reduced from five to four years, and a revised and more practical curriculum introduced in 1912. In 1916 the course in Primary Schools for girls was similarly reduced. No English is taught in Primary Schools or Departments. Primary education was made free in all schools under public management (*i. e.* under the management of District and Municipal Boards) in 1912. This example has been generally followed by schools under private management. Scholarships tenable in Middle Schools are awarded on the results of special examination.

Training institutions.

324. Training institutions consist of a Training College and a Normal School, both situated in Peshawar. The latter prepares candidates for teacherships in Primary and Vernacular Middle Schools. Ninety stipends are provided for students attending this school. The qualification for admission is the Vernacular Middle Standard. The course, extending over one year, has recently been revised and made more practical. The Training College was established in 1916 for the training of teachers in the Anglo-Vernacular Middle Schools and Departments. Twenty stipends are provided for students attending the College. The qualification for admission is the Matriculation or School Final Examination standard. The course is two years.

## 2. Education.

[Fuller details will be found in the Provincial Report on Public Instruction for the year ending 31st March 1922.]

General.

225. Education during the last four years has been handicapped by a series of adverse factors. Disturbed frontier conditions and epidemics of plague and cholera dislocated work in many of the schools of the Province. The pay and prospects of the teachers were greatly improved in the year 1920, but the effect of this was largely counterbalanced by the failure of the crops and consequent high prices. Measures are under consideration for the further increase of the salaries and prospects of teachers.

Number of Institutions and Scholars.

226. The following tables show the number of educational institutions for boys and girls in the year 1920-21 and 1921-22 :—

*Boys' Schools.*

| Class of Institutions. | *Number of Institutions.* | | Increase or decrease. | *Number of Scholars.* | | Increase or decrease. |
|---|---|---|---|---|---|---|
| | 1920-21. | 1921-22. | | 1920-21. | 1921-22. | |
| Arts Colleges ... ... | 2 | 3 | +1 | 132 | 193 | +61 |
| Training College (Normal Schools) ... ... | 4 | 5 | +1 | 116 | 129 | +13 |
| High Schools ... ... | 18 | 20 | +2 | 6,242 | 6,762 | +520 |
| Middle Schools ... ... | 58 | 70 | +12 | 9,559 | 11,654 | +2,095 |
| Primary Schools... ... | 636 | 625 | −11 | 25,339 | 25,999 | +660 |
| Private Schools... ... | 141 | 177 | +36 | 2,877 | 3,536 | +659 |
| Total ... | 859 | 900 | +41 | 44,265 | 48,273 | +4,008 |

*Girls' Schools.*

| Class of Institutions. | Number of Institutions. | | Increase or decrease. | Number of Scholars. | | Increase or decrease. |
|---|---|---|---|---|---|---|
| | 1920-21. | 1921-22. | | 1920-21. | 1921-22. | |
| Normal School ... ... | 1 | 1 | ... | 15 | 30 | +15 |
| Middle Schools ... ... | 4 | 5 | +1 | 854 | 817 | −37 |
| Primary Schools... ... | 56 | 63 | +7 | 3,513 | 3,811 | +298 |
| Private Schools ... ... | 45 | 57 | +12 | 1,070 | 983 | −87 |
| Total ... | 106 | 126 | +20 | 5,452 | 5,641 | +189 |

227. The expenditure on education in the last two years is compared in the following table :— **Expenditure**

| Heads of Expenditure. | Expenditure. | | Percentages of total expenditure. | |
|---|---|---|---|---|
| | 1920-21. | 1921-22. | 1920-21. | 1921-22. |
| | Rs. | Rs. | | |
| Provincial ... ... ... | 9,44,735 | 11,78,907 | 64·7 | 67·8 |
| District Funds ... ... | 83,718 | 1,00,969 | 5·7 | 5·8 |
| Municipal Funds ... ... | 1,34,356 | 1,49,306 | 9·2 | 8·6 |
| Fees ... ... ... | 1,09,490 | 1,17,077 | 7·5 | 6·7 |
| Other sources ... ... ... | 1,88,071 | 1,93,245 | 12·9 | 11·1 |
| Total ... | 14,60,370 | 17,39,504 | 100 | 100 |

228. The total expenditure on education rose from Rs. 14,60,370 to Rs. 17,39,504. The increase in the Provincial Revenues from Rs. 9,44,735 to Rs. 11,78,907 is due partly to the conversion of the posts of the Inspector of the Northern Circle, Peshawar, and of the Inspectress of Girls' Schools into Indian Education Service posts, to the provincialisation of certain other posts and to the opening of a Training class for men at the Victoria Bharatri College at Dera Ismail Khan. In addition ten lower Middle Schools were opened and considerably increased grants were earned by the aided institutions whose number was greater than in the previous year. The increase in expenditure from District Funds, from Rs. 83,718 to Rs. 1,00,969, is attributed, among other causes, to the opening of the additional Lower Middle Schools and four Girls' Primary Schools; English classes were also attached to the Vernacular Middle School at Hangu. The District Boards spend Rs. 62,512 yearly on education owing to the fixed allotment system sanctioned by the Local Government with effect from the 1st April 1912. Building and furniture grants were made to the District Boards out of Provincial revenues. The amount fixed in 1912 has not since been revised. The difference between the fixed sum and the cost of education in each district continues to be met by Provincial contribution. The increase in expenditure from Municipal Funds, from Rs. 1,34,356 to Rs. 1,49 306, is due to the fact that salaries were increased. The rise in expenditure from other sources, from Rs. 1,88,071 to Rs. 1,93,245, is also caused in great measure by increase in salaries. An increased expenditure from fees has been necessitated by the fact that the number of scholars attending High and Middle Schools has gone up by 2,615 as compared with the previous year. **Expenditure General.**

**Arts Colleges.**

229. A new 2nd Grade College has been opened by the Bharatri Sabha at Dera Ismail Khan during the year. The discipline and tone of all the three Arts Colleges has continued to be satisfactory.

The examination results of 1922 of the Islamia and Edwardes Colleges are given below :—

| B. A. | B. Sc. | F. A. | F. Sc. |
|---|---|---|---|
| $\frac{16}{34}$ | $\frac{1}{2}$ | $\frac{12}{41}$ | $\frac{2}{10}$ |

**Secondary Schools for boys.**

230. There are now 32 Anglo-Vernacular institutions in the Province. Of the 20 High Schools 7 are managed by Government and 13 are aided; of the 12 Middle Schools, 4 are maintained by District Boards and Municipalities and 8 are aided institutions. The number of pupils under instruction (including Primary Departments of Board and aided schools) rose in the year under report from 9,163 to 10,054. The number in the High and Middle classes rose from 4,777 to 5,180. Increase also took place in the Primary Departments of Board and aided schools. The expenditure on these schools rose from Rs. 3,93,145 to Rs. 4,50,303 owing to the increase in the number of schools, the increase in the grants earned by aided schools, and the provincialisation of the Tank Municipal Board School. The aided schools received grants amounting to Rs. 1,30,192 as compared with Rs. 1,04,550 in the previous year, and assistance was also afforded them for equipment and buildings to the extent of Rs. 4,874 and Rs. 44,810 respectively. The number of Vernacular Middle Schools rose from 48 to 58, owing to the raising of 10 Primary Schools for boys to the status of Lower Middle Schools: 57 Middle Schools are managed by District Boards and one by a Municipal Committee.

**Primary Schools for boys.**

231. Primary Schools for boys declined slightly during the year owing to the raising of Primary Schools to the status of Lower Middle Schools. The number of pupils attending schools, on the other hand, showed a satisfactory rise. The average attendance per school rose from 39·8 to 41·6.

**Training institutions.**

232. The tone and discipline of the Training College at Peshawar continued to be satisfactory except that five students were expelled for serious breaches of discipline. The results of the College and Training classes are compared below :—

| Examination. | *Number of candidates.* | | *Number of passes.* | |
|---|---|---|---|---|
| | 1920-21. | 1921-22. | 1920-21. | 1921-22. |
| Junior Anglo-Vernacular ... ... ... | 4 | 7 | 4 | *6 |
| Senior Vernacular ... ... ... ... | 20 | 20 | 20 | †20 |
| Junior Vernacular ... ... ... ... | 85 | 83 | 79 | ‡66 |

A Normal School for Women which was opened on the 1st October 1920 had to be closed during the current year on account of financial stringency.

**Girls Schools.**

223. The number of Middle Schools for girls rose from 4 to 5 and of Primary Girls' Schools from 56 to 63. The number of female pupils under instruction during the year was 4,628.

**Education in Agencies**

234. There was no marked change in the number of schools, but English classes were attached to the Thana Vernacular Middle School in the Malakand Agency and an aided Primary School was started at Jamrud by the Church Mission Society.

* One passed with distinction.

† Six were placed in First Division.

‡ Two were placed in First Division.

## 3. Literature and the Press.

235. No books were published in the Province during the year 1921-22. **Books.**

### Press.

236. Twenty-six presses were at work in the Province during the year, of which 17 were in Peshawar and the remainder in the other districts. The only newspaper published during 1921-22 was the "*Peshawar Daily News*," in English and Urdu, with a total circulation of about 1,150 copies. **Newspapers.**

237. No declaration for opening a press was filed during the year, and no executive action was taken against any newspaper or other publication. **Executive action.**

## 4. LITERARY SOCIETIES.

238. There are no Literary Societies of any importance in the Province.

## 5. Arts and Sciences.

239. The popularity of the Museum remains undiminished, the number of visitors totalling 54,306. Their conduct, as usual, has been exemplary. Two hundred and twenty-four antiquities, including coins, have been acquired during the year. Many explanatory labels have been provided but more are necessary and these it is hoped to provide at an early date. Many of the coins in the coin cabinet are valueless and duplicates and Major Whittel, I. A., an active member of the Numismatic Society of India has most generously offered to survey the collection and make a selection of those worth retention and, if possible, to draw up a catalogue of them. *The Handbook to the Sculptures in the Peshawar Museum* published in 1911 has long been out of print, but the Superintendent, Archæological Survey, intends to publish a revised edition which will include the many later additions to the collection. The very necessary repairs to the exterior of the Museum have been executed during the year and the building is now in sound condition. No funds have, however, been available for the improvement of the Museum garden which is in a deplorable condition. Financial stringency has also necessitated the postponement of the museum extension. The museum possesses the nucleus of an excellent library of archæological works and a special effort is being made to strengthen the section dealing with numismatics, so that in time the library should be able to meet the needs of students and others requiring works of reference dealing with the history and antiquities of the Frontier Province.

# CHAPTER VIII.

# ARCHÆOLOGY.

[ Further details will be found in the Report of the Archæological Survey of India for 1921-22. ]

**Conservation.**

240. Conservation was carried out, under the direct supervision of the Archæological Superintendent, at a cost of Rs. 9,077-3-6, at Jaulian in the Hazara District and at Jamalgarhi in the Peshawar District, the Public Works Department confining itself to the rebuilding of the fallen revetment of Court XX at Takht-i-Bahi at a cost of Rs. 1,987. In view of the condition of affairs in the Dera Ismail Khan District, which rendered the execution of civil works a very difficult matter, the Public Works Department was unable to put in hand the conservation of either of the Kafir Kots, and work at these sites was limited to the improvement of the paths giving access to the monument.

**Exploration and research.**

241. In connection with conservation at Jamalgarhi considerable clearance was undertaken resulting in the discovery of several interesting structures and the recovery of numerous antiquities, principally reliefs illustrating the Buddha legend. Clearance revealed outside most of the small monastic buildings, rows of large, well-preserved sunk *chattis*, used some sixteen hundred years ago for storing water, as precious then as now on this dry hill top. In one of the small stupas found in clearance an unbroken earthen cinerary urn was discovered firmly embedded in the masonry, but having been rifled of its contents it was left *in situ*. For some years shallow circular depressions in the state paving slabs round the main stupa at Jamalgarhi have excited curiosity, both on account of their number and uniformity. These holes are 1" in diameter and from $\frac{3}{16}$ to $\frac{1}{4}$ inch deep, and their purpose remained an enigma until the recent operations. These depressions mark the spots from which have fallen ancient coins formerly inset in the pavement. One fragment recently exposed (and now in the Peshawar Museum) contained a copper coin of Vasudeva *c* 187-225-A. D.

A large number of monuments and sites were inspected during the year and a tour in the northern portion of the Hazara District revealed the presence of ancient Buddhist monuments at Chitti Gatti, Bedadi and Haji Bela near Shinkiari. The Bedadi remains mark the site as one of some importance during the Saka, Indo-Parthian and Kushan periods. No epigraphical discoveries were made but a small oil-measure said to have come from Bedadi, with twenty-eight Kharoshthi characters stippled on the brim was sent for examination to Mr. T. B. Copeland, I. C. S. The inscription has not been completely deciphered but it appears as if the oil measure had been a gift by some layman to one of the religious establishments of Bedadi about the 2nd century A. D.

**Ancient Monuments Preservation Act.**

242. No new monuments were brought under the operations of Act VII of 1904. The monuments already protected have rarely suffered wilful damage but on the 11th April 1921 some ill-disposed persons forced open the doors protecting the little chapel at Jaulian in the Hazara District and deliberately destroyed the head of the beautiful Buddha image which had miraculously escaped the destruction which overtook that religious establishment about the 5th century A. D. The utmost endeavours of the district officials have failed to discover the perpetrators of the outrage.

**Treasure Trove.**

243. No finds of Treasure Trove have been reported but it can be assumed that antiquities coming under the operations of the Treasure Trove Act have not been recovered. The Archæological Superintendent has enlisted the co-operation of the Director of Public Instruction and furnished that official with a note explaining briefly what constitutes Treasure Trove, and the principles governing it, in an endeavour to dispel the erroneous but widespread idea that Government takes finds without payment. The Director of Public Instruction has circulated this note throughout the province and it is hoped that it will result in the recovery, for permanent preservation in India, of valuable relics of India's past which at present find their way into the melting pot or are carried out of the country.

# CHAPTER IX.

# MISCELLANEOUS.

## 1. ECCLESIASTICAL.

Church of England.

244. The North-West Frontier Province is, with the Punjab, Baluchistan and Sind, included in the See of Lahore, which was created by Royal Letters Patent in December 1877, formerly having been included in the diocese of Calcutta. The Right Reverend T. V. French, D.D., was the first Bishop, and was succeeded on his resignation in 1887 by the Ven'ble Henry James Mathew, D.D., Archdeacon of Lahore. Bishop Mathew died in 1898, and the Reverend G. A. Lefroy, D.D., formerly head of the Cambridge Mission, Delhi, was consecrated Bishop on the 1st November 1898. Like all other Indian Sees, Lahore is subject to the authority of the Bishop of Calcutta as Metropolitan. By authorisation of the Letters Patent as they originally stood an Archdeacon is appointed by the Bishop from among the Senior Chaplains, while in accordance with a modification in the terms of those Letters which received the Royal approval in 1910, the Bishop has now also the right to appoint a second Archdeacon to assist him in supervising the Indian and Missionary Church work of the Diocese, such Archdeacon to be chosen either from the Indian Priests or the Missionaries of the Diocese.

Chaplains on the Bengal (Lahore) Ecclesiastical Establishment are sted at the following stations :—

| | |
|---|---|
| Abbottabad. | Peshawar. |
| Nowshera. | Dera Ismail Khan. |

Two Chaplains are usually placed in charge of the Military camps ing between Dungagali and Murree for the hot weather.

Church of Scotland.

245. The North-West Frontier Province belongs to the "Presbytery the Punjab and North-West Frontier Province along with Chamba and ammu." The Reverend J. Bell, LL.B., attached to the 2nd Cameronians, was stationed in this Province from the beginning of the year till November 1921.

The Reverend G. C. Macpherson, O.B.E., B.D., at present stationed in Rawalpindi, is in visiting charge of Peshawar, Nowshera and Cherat.

Roman Catholic Church.

246. The district of Dera Ismail Khan is included in the diocese of hore, formed in 1880 as a Vicariate under the Right Reverend Dr. P. Tosi, in 1886 constituted as a diocese. The present Bishop is the Right Reverend an Anthony Eestermans, O.C., consecrated at Antwerp on June 29th, The rest of the Province, together with the trans-frontier tracts and mir, belongs to the Prefecture Apostolic of Kashmir and Kafiristan, and onstituted a separate ecclesiastical jurisdiction in 1887, with Rawalpindi eadquarters. The Right Reverend Mgr. R. J. Winkley, Prefect Apostolic nts Military Chaplains to the following Stations :—

| | |
|---|---|
| Peshawar, | Nowshera, |
| Cherat, | Risalpur, |
| Kohat, | The Galis, |

n additional Chaplain during the hot weather for the Military Camp, Murree.

Church Missionary Society.

247. The work of this Society is carried on at Peshawar, Dera Ismail and Bannu. The staff includes 11 European Missionaries, of whom clergy and 5 qualified Doctors. A Hospital and a High School are ained at each of the above mentioned centres: in addition there is a e at Peshawar, and district dispensaries are located at Akora, Karak, Isa Khel and Tank.

Church of England Zenana Missionary Society.

248. This Society works in co-ordination with the Church Missionary y, and has a hospital for women at Dera Ismail Khan, and schools for ar Peshawar.

## 2. Civil Veterinary Department.

[ Further details will be found in the Provincial Report of the Civil Veterinary Department, North-West Frontier Province, for the year ending 31st March 1922. ]

**Veterinary work.**

249. During the year under report 10,660 cases of contagious diseases were reported, of which 3,106 proved fatal as against 4,332 cases and 1,067 deaths last year. Most of these deaths were due to Rinderpest and Hæmorrhagic Septicæmia, and had Patwaris sent in reports of outbreaks at once many animals would have been saved. There were 19 Hospitals at work as in the previous year. The Miranshah Hospital remained closed throughout the year under report. 45,231 cases were treated in Veterinary Hospitals against 47,060 last year. 4,290 cases which could not be brought to Hospitals were supplied with medicines against 4,169 such cases last year: 1,202 castrations were also performed against 921 last year. More Hospitals are urgently required in the Province.

**Horse and Cattle breeding.**

250. Fifteen horse and 3 pony stallions were actually employed at stud against 14 horse and 4 pony stallions last year. They covered 758 and 195 mares, respectively, against 675 and 195 mares covered last year, thus giving an average of 50·5 and 60·6 against 48·2 and 48·7 last year. Twenty donkey stallions remained at stud against 19 last year. They covered 800 mares against 1,015 last year, or an average of 40·0 against 53·4 last year. At the close of the year there were 56 bulls at work against 54 last year. There were five additions and three casualties. Two Dhanni bulls were purchased for Dera Ismail Khan and sent there from the Dhanni tract. Every effort is being made to castrate unsuitable sires working in the Province and to advise District Boards and Municipal Committees to purchase good bulls for covering purposes. Five buffalo-bulls were purchased for Bannu, 3 for Hazara and 7 for the Peshawar District during the year under report. More buffalo-bulls of this breed already introduced by the Superintendent into the Province are very badly required to push on breeding. There are hundreds of thousands of very fine buffalo-cows in this Province but, unfortunately, this cannot be said about buffalo-bulls. Three more Montgomery bulls were purchased for the Bannu District and arrangements for the purchase of more bulls of this type for the Dera Ismail Khan and Peshawar districts are being made.

**Sheep and Goat breeding.**

251. Two male goats of the Barbari breed were purchased by the Hazara District from Gujrat for breeding purposes. Six Merino rams were working in the Hazara District at the end of the year against 11 last year. More rams are badly needed for sheep-breeding in the Frontier Province. Merinoes will do very well in the Kaghan Valley, provided a good selection of them is made and they are entrusted to the right type of men in the valley.

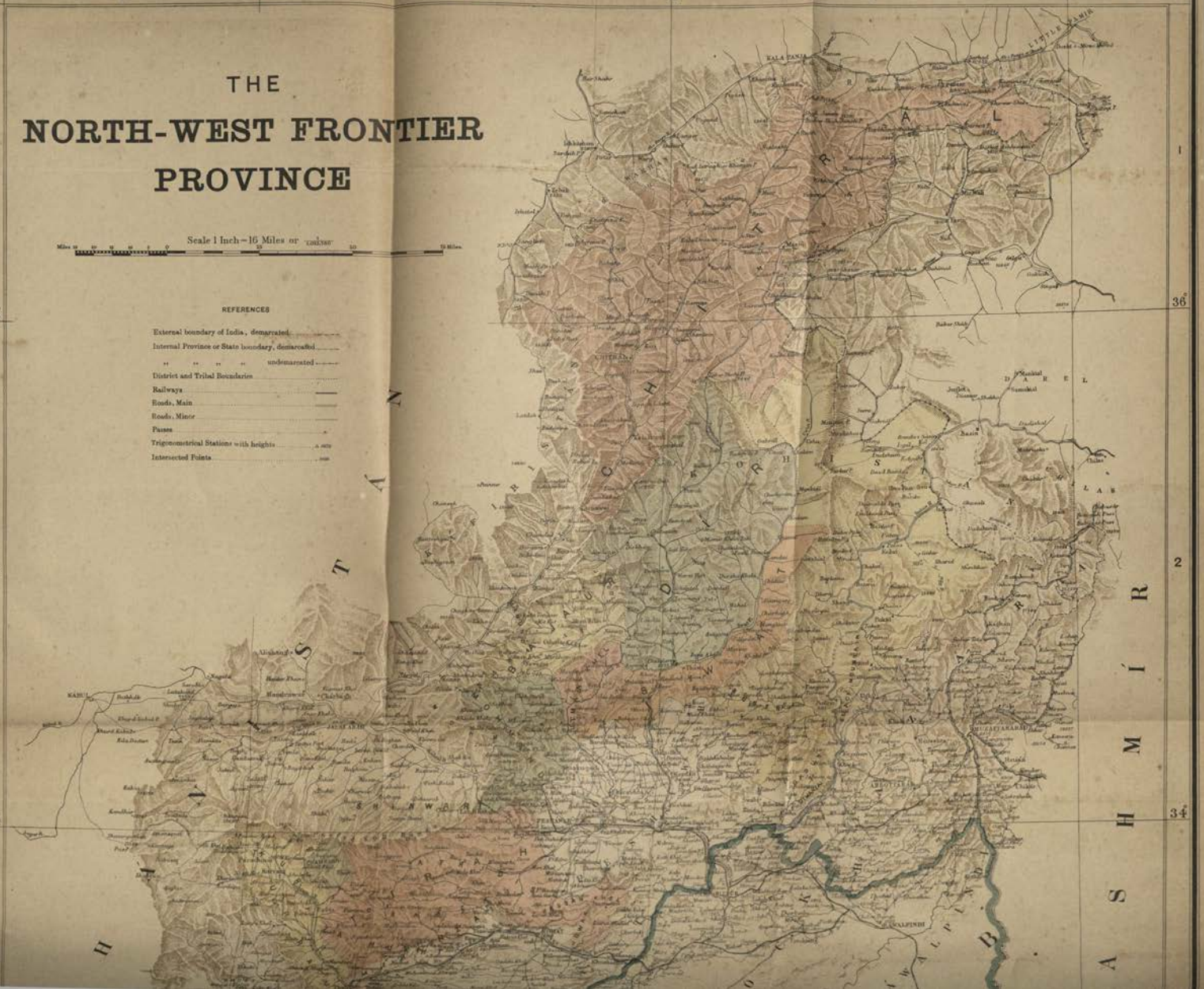
N.-W. F. P. Govt. Press, Peshawar—291 S. to C. C.—18-8-23—225—M. I.

# THE NORTH-WEST FRONTIER PROVINCE

Scale 1 Inch = 16 Miles or 1,013,760

REFERENCES

- External boundary of India, demarcated
- Internal Province or State boundary, demarcated
- " " " " undemarcated
- District and Tribal Boundaries
- Railways
- Roads, Main
- Roads, Minor
- Passes
- Trigonometrical Stations with heights
- Intersected Points



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OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

# 1922-23.

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

# 1922-23

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# ADMINISTRATION REPORT

OF THE

# NORTH-WEST FRONTIER PROVINCE

FOR

1922-23.

# PART I.

## GENERAL SUMMARY.

Frontier Affairs.

1. THE ratification of the treaty of peace with Afghanistan in February 1922 had been received with relief by the great majority of the clans, who found their position greatly strengthened thereby as against the Mullahs and other intractable elements who were interested in prolonging the disturbances. These irreconcilables spared no pains to decry the treaty, first denying its existence and later characterizing it as an ephemeral truce that would break down under the impetuosity of the Ghazi hosts.

At the commencement of the period under review, the Mullahs of the Mohmand and Afridi country were quiescent; the Zakha Khel, the last of the Afridi sections to hold out against a settlement, had agreed to our terms; and the whole of the tribes from Hazara and Chitral to the Wazirs and Bhitannis of the Derajat border had definitely applied themselves to the restoration of the old relations of confidence and friendship that had subsisted during the years preceding the outbreak of the Great War.

Under these favourable conditions, the process of reconciliation made rapid strides towards completion, and, with the exception of the Mahsuds and Wazirs, the tribes showed their genuine anxiety to readjust their relations with us and to prove their good faith. Amongst the Mahsuds and Ahmadzai Wazirs the improvement resulting from the treaty with Afghanistan was delayed by the spasmodic resumption by local Afghan officials in Khost and Birmal of intrigues amongst our border tribes. Throughout the year some 400 Wazirs armed for the most part with Government rifles were still in Afghan service in the Khost Militia. One serious offence was committed by the Khost Militia at Mauduri in the Kurram Agency on the 7th October 1922, when a patrol of the Kurram Militia was ambushed, three sepoys being killed, two wounded and two rifles lost.

In February 1923 His Majesty the Amir visited Jalalabad and granted audiences to representative "jirgas" of his eastern tribes. The leading "Maliks" of he Mohmands and Afridis and some other tribes on our side of the Durand Line were also summoned to these darbars which were accordingly attended by a total of 4,000 tribesmen, a large proportion of whom came from British unadministered tribal territory.

2. On the Hazara border only six offences were traced to trans-border sources, resulting in the death of five British subjects and injury to four

others. The Nawab of Amb was engaged during the summer in extending his influence in Buner and in supporting the claims of Syed Abdul Jabbar Shah, "Ex-King," as against the Mian Gul of Swat. In the Malakand Agency the rival claims of the Mian Gul and the Nawab of Dir to the Adinzai tract were settled by the intervention of Government which was necessitated by the importance of ensuring the safety of the Chitral Road. The area under dispute was handed over to the Nawab of Dir who in return undertook to refrain from aggression against the influence of the Mian Gul in Upper Swat and on the left bank of the Swat River. The behaviour of all the tribes of this Agency continued exemplary throughout the year and the Political Agent experienced no difficulty in enforcing, in pursuance of the general scheme initiated in this regard, the complete exclusion from Sam Ranizai of outlaws from contiguous British territory, who had long been accustomed to harbour there and harry the villages of the Charsadda and Mardan Sub-Divisions of the Peshawar District.

3. The Utman Khel and Mohmands committed no serious offences, in spite of the sinister influence of the implacably hostile Haji of Turangzai whose presence constitutes a perpetual threat to the tranquillity of this portion of the border. In Bajaur the death of the Babra Mullah rid the frontier of a dangerous disturber of the peace. The Hindustani Fanatic Colony at Chamarkand continued to act as an entrepot for the dissemination of communist propaganda amongst the tribes of Dir and the Hazara border and succeeded in securing the establishment in Dir territory of a number of "national" schools which, however, failed to attract any substantial measure of support among the tribesmen. In close connection with the Chamarkand organization, Muhammad Ayub Khan, a former Jagirdar of Battal in the Hazara District, was engaged among the tribes on the Hazara border in an endeavour to spread Bolshevik doctrines under a Pan-Islamic cloak. The wider objects and activities of the Chamarkand fraternity travel considerably beyond the scope of the present report.

4. The behaviour of all the Afridi clans was good and there were no tribal raids. After the abject failure of his campaign of the summer of 1921 against tribesmen who had taken service in the "khassadars" or contracts in connection with the Khyber Railway, Mullah Syed Akbar showed less active hostility towards Government. But in August 1922 he engineered a dispute which threatened at one time to cause some dislocation of work. After persuading the Qambar Khel, Aka Khel, Sepah and Qamar Khel sections that they were not receiving their due share of the contracts, he summoned a "jirga" at Bagh and instigated an attack by the combined "lashkars" of these sections on the Kuki Khel. Wiser counsels however prevailed, the aggrieved clans carried their complaints to the Political Agent and, after a frank discussion of the subject, returned peacefully to their homes.

As the result of the arrest by the Frontier Constabulary of a well-known outlaw, Ibrahim, in the trans-border Mullagori village of Murda Dhand, the Mullagoris obtained the support of the Afridis to a strong protest against the action of district forces in a trans-border village. A representative Afridi "jirga" was interviewed on the 20th January 1923, as a result of which a combined council of Afridi elders and Khans from the Peshawar District was appointed to examine the whole question of the outlaws on the Peshawar border. The deliberations of the council did not lead to agreement; but the ventilation of the subject had good results and the tribal agitation over the arrest of Ibrahim quickly abated when the Afridis realised that the Administration had no intention of relaxing its attitude.

The Afridi "khassadars" continued to work well throughout the year and the Khyber Railway construction proceeded without interruption.

On the south of the Peshawar District the Hassan Khel and Ashu Khel Afridis committed no offences worthy of note. A number of outlaws known as the "Budni Gang" were responsible for some dacoities in the Peshawar District, but were turned out by the Hassan Khel and retired to Shahbuddin Mela in the Kohat Pass.

The history of the Afridis of the Kohat Pass was, with one important exception, devoid of incident. The road through the Pass remained open to public traffic throughout the year and little serious crime was committed by the tribes until in February 1923 the Bell-of-Arms in the Police Lines at Kohat was broken open under cover of a stormy night and forty-six ·303 rifles carried off. The offence was eventually traced to Ajab, a Bosti Khel Pass Afridi, who, with his sub-section, occupied a fortified village in the Bosti Khel Valley not more than five miles from the Kohat Cantonment. On the receipt of definite information that the rifles were still in Ajab's village, the village was surrounded and searched by the Frontier Constabulary on the 5th March. The operation, which was supported by regular troops from Kohat and was conducted with all possible regard for tribal susceptibilities, resulted in the arrest of an outlaw and the discovery of thirty-three of the missing rifles together with a large quantity of other property among which were certain articles of uniform which established in the clearest manner the complicity of Ajab in the murder of Colonel and Mrs. Foulkes at Kohat in the autumn of 1920. Unfortunately Ajab himself was away from home, a fact which left him free to carry out, just after the close of the year under report, namely on the 14th April 1923, the murder of Mrs. Ellis, the wife of Major Ellis of the Border Regiment, and the abduction of their daughter.

5. With the exception of two minor offences by the Rabia Khel, the behaviour of the Orakzai was in every way satisfactory. At a joint Orakzai and Khyber Afridi "jirga" held at Kohat towards the end of March, responsibility for the coercion of the Tirah Jowakis for their complicity in the Foulkes murder case and the carrying off of rifles from the 13th Lancers at Kohat was definitely accepted by the Khyber Agency. The attitude of Mullah Mahmud Akhunzada towards Government distinctly improved in conformity with our altered relations "*vis a vis*" the Government of Afghanistan.

In the Kurram Agency the Massozai, who had for seven years been under blockade and, throughout that period, had been guilty of constant depredations in the Agency, were compelled, by the erection of a Militia post at Badama, to sue for pardon and to accept a strong settlement under which they forfeited all claim to their accumulated allowances for the period of the blockade and to surrender the seventeen Government rifles still in their possession. These terms were complied with in full and the Massozai were able to show an entirely clean sheet for the whole year.

The Zaimusht paid up in full the fine imposed upon them in respect of the abuse of their territory in the preceding year by the Sangroba Wazirs. The Watizai section of the Zaimusht was fined Rs. 5,000 for permitting the Wazir Militia from Khost to ambush a Kurram Milita patrol within its limits.

The inhabitants of the Kurram Valley enjoyed a year of exceptional peace and prosperity and, as usual, their conduct as a whole left nothing to be desired. Proposals made early in the year for the assembly of a joint commission for the settlement of all mutual claims on the part of British subjects in the Kurram Agency and Afghans in the Simat-i-Janubi were unfortunately delayed.

6. In the Tochi Agency the construction of a road from Isha to Razmak as part of the accepted scheme for the control of the Mahsuds, substantially strengthened our hold over the powerful Tori Khel and Mohmit Khel sections of the Ahmadzai Wazirs. The proposals for th econstruction of this road and for the re-occupation of Spinwam were made to the tribesmen by the Resident in Waziristan in May 1922 and were readily acquiesced in by them. The survey and alignment of the road were commenced immediately and, by September, construction work was in progress almost throughout the thirty miles between Isha and Razani, five miles short of Razmak. In January 1923 the 7th Brigade occupied Razmak. The construction of the road between Razani and Razmak was then taken in hand and was nearing completion at the close of the year under report. Unfortunately on the 12th December 1922, Captain Dickson, R. E., one of the officers engaged on this work, was shot dead by a Mahsud sniper.

Relations with the Tochi Wazirs in general were satisfactory. The re-occupation in the early months of 1922 of the Datta Khel and Boya posts by the Tochi Scouts had a reassuring effect on the Madda Khel, Manzar Khel and Khidar Khel. The Kabul Khel behaved well with the exception of some portions of the Malikshahi who committed certain offences in the western portion of the Kohat District. Frontier offences in the Agency numbered thirty-seven as against fifty-seven in the preceding year. The only serious attack on Government troops occurred in May 1922 near Shinki when a strong gang of Mahsuds ambushed a patrol of the 101st Grenadiers, killing twenty-one sepoys and wounding four, and carrying away twenty-two rifles and 800 rounds. The strength of the Tochi *khassadars* at the commencement of the year was 572, of whom approximately half were located in towers protecting the Bannu-Miran Shah Road and the rest were distributed between Miran Shah and Datta Khel. The force was subsequently largely extended as an integral part of the occupation of Spinwam and the Khaisora. In the latter area alone some 600 tribesmen were at the close of the year holding a large proportion of the picquets.

7. The political control of the Mahsuds and Wana Wazirs vested throughout the year in the General Officer Commanding the Waziristan Force, for which reason it is not proposed to enter in the present report upon the political vicissitudes of Southern Waziristan. Suffice it to say that, as judged by the admittedly imperfect test of statistics, the depredations of the Mahsuds in the Dera Ismail Khan District showed few signs of diminution, the number of offences and the number of British subjects killed being approximately the same as, and the number of persons kidnapped being nearly 100 per cent. greater than, the figures of the previous year. On the other hand offences by Mahsuds in the Bannu District, which had enjoyed the protection of village levies since the beginning of 1922, declined from ten in 1921-22 to five in the year under report and the number of persons kidnapped by Mahsuds from ten to three. No British subjects were killed or wounded by Mahsuds in the year under report as against two and four respectively in the previous year. Of the thirty-three persons kidnapped from the Dera Ismail Khan District as many as eight were carried off in the sensational raid of October on the Bannu-Dera Ismail Khan Road in which Khan Sahib Muhammad Hayat Khan and Captain Faqir Hussain were among the captives. Comparative immunity from Mahsud raiding was enjoyed by the Dera Ismail Khan District during the last quarter of the year, due very largely to intensive aerial and other operations by our troops in Waziristan and in substantial measure also to the increased armament of exposed villages which produced an offensive spirit and enabled villagers to give increasing support to the much-harassed Constabulary and Police.

Out of the forty-nine tribal offences registered on this portion of the border twenty-seven are attributed to Mahsuds alone and eleven more to Mahsuds working with outlaws or Bhitannis.

The Bhitanni levies were replaced in April 1922 by a force of Bhitanni "khassadars" located in posts at Pirtangi, Azam Kot, Gulera Nala and Jandola. Their work was satisfactory on the whole as was also the general behaviour of the Bhitanni tribe. The Sheranis gave no cause for complaint and on two occasions co-operated with the political authorities with excellent results. The Powindahs committed a number of offences against British subjects as well as amongst themselves, but their conduct was distinctly better than it had been for some years past.

**Action against raiders and outlaws.**

8. The systematic offensive against actual and potential raiders which was commenced in 1921 was pursued with the utmost vigour during the year under report and the substantial progress already made in checking border offences was more than maintained. In the Peshawar, Kohat and Bannu Districts alone no fewer than 175 outlaws were captured or killed during the year by the Frontier Constabulary, Police, local Levies and village pursuit parties. Kohat stood out pre-eminently and several notorious gangs were finally broken up in that district.

**Frontier Militia.**

9. The year witnessed the expansion of the Tochi Scouts and South Waziristan Scouts from less than 2,000 to 4,974, in spite of which little difficulty was experienced in securing recruits of the right type and discipline was remarkably well maintained. Out of a total of 7,285 Indian ranks in the different Corps only four deserted with their rifles. Over 700 men of the Tochi Scouts formed part of the Razmak Field Force. A detachment of 500 of the South Waziristan Scouts proceeded to Wana in May 1922 and remained there until the close of the year.

**Frontier Constabulary.**

10. The Frontier Constabulary were much handicapped during the year by the shortage of British Officers. Two companies were disbanded in pursuance of the policy of retrenchment. On the other hand a temporary increase of four companies of infantry and sixty mounted infantry was sanctioned in January 1923 for two years for the protection of the working parties engaged on the construction of the road from Draban to Ghazni Khel, the cost of this additional strength being debited to the work concerned. Eight notorious outlaws were killed or captured by the Frontier Constabulary in addition to a number of less important offenders. The principal achievements were the counter-raid against the Bosti Khel already referred to above and the capture of a gang of twenty-three Mahsuds and Sherani outlaws on the 21st March 1923, the outlaws only surrendering after four of their number had been killed and five wounded. Out of the whole gang only one escaped.

**Condition of the people.**

11. The year 1922 was exceptionally healthy and at the same time agricultural conditions generally were favourable throughout the Province. The "kharif" harvest was slightly above the normal and the "rabi" yielded a bumper crop. Prices of food-grains, although still above the normal, dropped considerably with a consequent appreciable improvement in the economic condition of the dweller in towns, the wage-earner and the poor. At the same time the birth-rate still reflected the very grave scarcity of 1921 and was no less than 17 per cent. below the average of the preceding five years.

**Realization of revenue.**

12. Owing to default on the part of certain of the big landowners of the Peshawar District the collections of fixed land revenue amounted to only 90·4 per cent. of the demand. On the other hand fluctuating land revenue was Rs. 2,10,976 as against Rs. 68,532 in the previous year, the increase being due to better harvests in the Dera Ismail Khan District, almost the whole of which is under a system of fluctuating assessment.

Police and crime.

13. In the report for 1921 the hope was expressed that with the re-establishment of more normal conditions, the turning point had been reached in the depressing increase of crime which had marked the years immediately preceding. With the absence, except in Waziristan, of tribal complications this hope was fully realised in the year now under review, the statistics showing a distinct further improvement in the right direction. At the same time the total volume of certain forms of serious crime was still disquietingly large and there was every indication that the return to pre-war conditions was likely to be a long and arduous journey. This remark applies particularly to murders which, after showing little variation between the years 1910 and 1918, went up at a bound from 349 in 1918 to 563 in 1919, 661 in 1920 and 710 in 1921. During 1922 the number dropped to 608 a figure which probably still compares unfavourably with every other province in India. The number of cases in which the death sentence was carried out in 1922 was only thirty.

It would appear then that upon this particular form of crime the Police and the Courts are at present unable to make any appreciable impression. On the other hand we have the operation of a force infinitely more powerful amongst a Pathan community, the passion for private revenge, under the baneful influence of which murder ever tends to beget murder, and the greater the tale of bloodshed, the greater the probability of its continuance. Moreover, murder being as a rule due to personal enmity, the commission of a murder is seldom looked upon as an offence against the community. The combat with dacoity is free from this grave impediment, and in most villages the authorities can look with confidence for effective or even enthusiastic co-operation. It is natural then that dacoities should exhibit the most violent fluctuations. During the years 1910—1922, they have been as low as sixty-six in 1913 and as many as 499 in 1920 and 428 in 1921. During the year under review they showed a satisfactory decrease to 255. Out of the 315 actually dealt with by the Courts during the year, only 120 as against 251 in 1921 were the work of trans-border offenders. Theft and the more serious forms of hurt have remained fairly constant during the past thirteen years, but both robbery and burglary show a formidable increase.

Jails.

14. Overcrowding was the dominating feature of the year, an average daily number of over 630 prisoners having to be accommodated in tents. This dangerous overcrowding was due partly to the closing of the Andamans to fresh prisoners, but principally to the almost entire cessation of transfers to extra-provincial jails. The daily average number of sick was almost double the average of the preceding five years. The principal cause was the widespread prevalence of malaria, fortunately of a mild type.

Civil Justice

15. The total volume of litigation in the year 1921 was lower than in any year since 1911. During the year under report there was an increase of 2,772 suits; but even so the volume of litigation remained lower than the average. The figures seemed to indicate a direct inter-relation between the character of the harvests and the volume of litigation. In particular it was noticed that in those districts which had been most seriously affected by the exceptional drought of 1921, suits by money-lenders against agriculturists rose in approximately the same proportion as the various district totals. At the same time it was clear that other and more obscure factors also entered into the matter, for the increase in total litigation was least marked in Kohat where distress was more general in 1921 than in any other district. The total value of suits rose from just under 90 lakhs to rather over 114 lakhs and the average value from Rs. 367 to Rs. 419. As regards the latter, the increase was confined principally to Dera Ismail Khan and was probably not unconnected with the wave of speculation in house property which has been mentioned elsewhere.

District Board and Municipal Committees.

16. Both the District Boards and the Municipal Committees suffered greatly from financial difficulties and important activities, such as the maintenance of village roads and the support of primary schools, had to be greatly curtailed. As regards the District Boards special measures were taken to increase the income. The Local Rate was enhanced in the Hazara District and a "Haisiyat" tax was imposed in the Peshawar District. In Peshawar the District Board was unable to find funds for continuing its horse-breeding operations and the stallions were made over to local Notables for maintenance and use under private arrangement. Financial stringency also prevented the holding of the usual Horse and Cattle Shows except in the Hazara District where they had been held at the very commencement of the financial year. The number and constitution of the Municipal and Notified Area Committees remained the same except that the appointment of a non-official Vice-President by election from amongst the members was extended. The innovation proved successful on the whole. Octroi, the principal source of income, showed a considerable decrease in Peshawar and Dera Ismail Khan, owing to the general slackness of trade. The Government of India accorded their approval to a scheme for checking further erosion by the Indus which was threatening to carry away the town of Dera Ismail Khan. A detailed scheme for a joint water-supply for the Municipality and Cantonment of Abbottabad was also under the consideration of the Central Government and a similar scheme for Peshawar made good progress.

Weather and crops.

17. Almost the whole of the Province enjoyed good rain in May and June 1922, while favourable monsoon rains followed in July, August and September, with the result that crops matured well and the failed area was small. Extensive sowings followed the particularly ample rain which fell during the early months of the cold weather and the "rabi" of 1923 produced a bumper crop.

Production.

18. Owing to the very favourable character of the "rabi" season the total area sown was 3 per cent. above the normal. In spite of a slight decrease in the "kharif" as compared with the "kharif" of 1921, the percentage of the matured area was particularly high in both the harvests and the "rabi" crop was no less than 15 per cent. above the average. The area under irrigated crops was 966,459 acres, an increase of 43,623, due almost entirely to extended irrigation from the Upper Swat Canal. Wheat, the most important crop, was sown on 1,123,000 acres, an increase of 200,000 above the area for the previous year. Maize, rice and sugarcane did well; while bajra, gram and jowar showed a large decrease, doubtless owing to more valuable crops having been substituted.

Forests.

19. The depressing but unavoidable deficit which during the two preceding years had attended the introduction of departmental working, were for the first time converted into a satisfactory surplus of over a lakh. A further improvement must depend on the timber market which continued to be depressed throughout the year. Steady progress was made in improving and cheapening departmental methods of conversion and Government showed less than the usual reluctance in providing the capital required for reducing transit cost. Special attention was paid to railway sleepers, at present the most important product of the Hazara forests. The technical and sales control of the forests was placed under the Chief Conservator of Forests and Utilization Conservator, Punjab, with the most satisfactory results. Considerable savings were also effected through the Punjab likewise taking over the control of the Hazara timber operations on the Jhelum river.

External Land Trade.

20. Trade with Waziristan showed a remarkable decrease of 72 lakhs, with the result that in spite of somewhat more settled conditions in Bokhara

and elsewhere in Central Asia the total trade of the year showed a decrease of 12 lakhs as compared with the figures for the preceding year. The military operations in Waziristan which continued throughout the year were doubtless responsible for the marked contraction in commercial dealings with that area. Tea showed some improvement but the figures were still lamentably behind those of pre-Bolshevik years.

**Irrigation. Government Canals.**

21. The areas irrigated and matured amounted to 423,428 and 414,206 acres as compared with 388,972 and 376,274 acres, the average of the previous three years. The net revenue assessed was Rs. 9,44,431 as against Rs. 7,42,144 in the preceding year.

**Excise.**

22. The total excise revenue declined from Rs. 9,12,685 to Rs. 8,28,141, but the latter figure was only slightly less than that for 1919-20. The decrease is ascribed chiefly to the general enhancement of duties made in the preceding year and partly also to the reduction of the excise establishment, the latter resulting, it is alleged, in increased smuggling particularly of opium and "charas." Sales of country spirit decreased by 15 per cent., opium by 30 per cent. and "charas" by 28 per cent. Some difficulty was experienced in realising the license fees, especially in the case of the opium and "charas" vendors of the Peshawar District. Owing to the ease with which contraband opium was obtainable, the sale of excise opium decreased from 6,427 seers to 3,806. The licensees fell into arrears with their monthly instalments and the licenses had to be forfeited and re-auctioned at a considerable loss to Government. There was good reason to fear that the cocaine habit was spreading in Peshawar City and in Mardan. As the result of the close collaboration of the C. I. D. and the Excise establishment fifteen arrests were effected for offences concerning cocaine and thirteen convictions secured. In one case alone over sixteen tolas of cocaine were recovered.

**Sanitation and Medical.**

23. Owing to the imperative necessity for retrenchment, the previous system of the payment of the local Health Officers from Provincial revenues had to be discontinued and the Peshawar Municipality alone agreed to retain a Health Officer at the old rate of pay. More extensive use was made of the Provincial Bacteriological Laboratory, but the routine conservancy arrangements of all the headquarter towns continued to be capable of considerable further improvement. Seven dispensaries out of eighty-four hospitals and dispensaries had to be closed. There was a satisfactory increase in the attendance both of in-patients and out-patients at the remaining institutions. Still, the total in-patient attendance continued to be small and there can be no doubt that the volume would be greatly increased if Government hospitals had the necessary funds for dieting the majority of their patients.

**Vaccination.**

24. During the year under report special efforts were made to increase the efficiency of the vaccination staff and were attended with excellent results. Instructions in their own vernacular were prepared for the vaccinators who were summoned to their respective headquarters at the commencement of the vaccination season and received special directions including a definite tour programme. In spite of both the posts of Divisional Vaccinator having had to be brought under reduction the number of vaccinations rose from 100,219 to 144,155. The increase in the number of re-vaccinations was particularly gratifying. Vaccination in trans-border tracts was also on an unusually large scale.

**Instruction.**

25. Every branch of education suffered severely from the general retrenchment of public expenditure which in almost every department formed the chief feature of the year. Useful schemes of improvement had to be

postponed or even abandoned and the greatest vigilance was required to ensure that wherever retrenchment had to be effected it was carried out with the minimum of damage to existing institutions and organisations. The fact that it was possible to make drastic reduction without any decrease in the total number of pupils under instruction constituted a striking testimony to the steady growth of the demand for education and remains a reassuring earnest that the educational development of the Province will be both genuine and rapid as soon as it becomes possible once more to adopt a policy of expansion. The expenditure from public funds was reduced by no less than Rs. 1,20,000. The following were amongst the specific economies. The recruitment of European Head Masters for the Government High Schools at Dera Ismail Khan and Kohat, the much-needed revision of the pay of the elementary teachers and various building schemes had to be postponed. The Normal School for Women at Peshawar and all Training Classes for Men Teachers except in Peshawar itself had to be discontinued. As regards attendance, High and Middle Schools continued to show remarkable development, while the increase in the number of pupils learning English bore testimony to the well-marked public opinion in favour of English education. This practical expression of public opinion was reflected by the Educational Conference which pronounced itself strongly in favour of English as the medium of instruction in the High School stage.

# PART II.

CHAPTER I.

# PHYSICAL AND POLITICAL GEOGRAPHY.

## 1. Physical Features of the Country; Area, Climate and Chief Staples.

(See Part II, pages 1—5 of the Administration Report for 1921-22.)

## 2. Historical Summary.

(See Part II, pages 5—16 of the Administration Report for 1921-22.)

## 3. Form of Administration.

(See Part II, pages 16-17 of the Administration Report for 1921-22.)

## 4. Character of Land Tenure.

(See Part II, pages 17—22 of the Administration Report for 1921-22.)

## 5. System of Survey and Settlement.

(See Part II, pages 22-23 of the Administration Report for 1921-22.)

## 6. Civil Divisions of British Territory.

(See Part II, page 24 of the Administration Report for 1921-22.)

## 7. Details of Census.

(See Part II, pages 24—34 of the Administration Report for 1921-22.)

## 8. Changes in the Administration.

1. The Office of Chief Commissioner and Agent to the Governor-General was held by the Hon'ble Sir John Maffey, K.C.V.O., C.S.I., C.I.E., I. C. S., throughout the year 1922-23.

## 9. Frontier Affairs.

2. Details will be found in the Report on the Administration of the Border of the North-West Frontier Province for the year 1922-23. A summary is given in Part I of this report.

## 10. Condition of the People.

[ Further information will be found in the Provincial Report on the Seasons and Crops for the year 1922-23. ]

3. Both the autumn harvest of 1922 and the spring harvest of 1923 were excellent and the prices of food-grains fell considerably, although they still remained above the normal. The condition of the agricultural population was satisfactory throughout the Province. Fodder was sufficient throughout the Province and the condition of the cattle showed a considerable improvement over that of the two preceding years. The demand for unskilled labour was abnormal in the Bannu District and in the Tochi Agency owing to the construction of the Razmak Road and of numerous posts in Waziristan and a certain number of the agricultural population of the Bannu District moved to the Tochi in order to profit by the high wages obtainable. Further south, the construction of the Draban-Ghazni Khel Road created another considerable demand for local labour.

# CHAPTER II.
# ADMINISTRATION OF THE LAND.

[ Further information will be found in the Provincial Report on the Administration of Land Revenue, Land Records, Estates under the Court of Wards and the Alienation of Land Act, for the revenue year 1st October 1921 to 30th September 1922. ]

## 1. Realisation of the Revenue.

Fixed Land Revenue.

4. The total demand on account of Fixed Land Revenue was Rs. 18,93,217 as against Rs. 18,96,765 in the preceding year, while the total collections amounted to Rs. 17,12,302, or 90·4 per cent. of the demand, leaving a balance of Rs. 1,80,915 at the close of the year. Of the previous year's arrears, Rs. 1,17,925 was collected and the uncollected balance stood as under—

| | Rs. |
|---|---|
| Under suspension ... ... ... | 1,99,537 |
| Not under suspension ... ... ... | 20,889 |
| Irrecoverable ... ... ... | 9,982 |
| Total ... | 230,408 |

Much of this, it may be added, was recovered after the close of the year.

Of the Fixed Land Revenue balance of Rs. 1,80,915 in respect of the year under review Rs. 1,33,857 was recoverable. Of the recoverable balance the Peshawar District was responsible for no less than Rs. 1,12,887, the big landowners of the Peshawar and Charsadda Tahsils once more being the principal defaulters.

Fluctuating and Miscellaneous Land Revenue.

5. The collections on account of Fluctuating and Miscellaneous Land Revenue were Rs. 2,10,976 and Rs. 1,19,739, respectively, as against Rs. 68,532 and Rs. 82,522 in the year 1920-21. The year was a particularly good one and the increase of Rs. 1,42,444 in the Fluctuating Land Revenue was confined mainly to the Dera Ismail Khan District which has a system of fluctuating assessment. The increase of Rs. 32,217 under "Miscellaneous Land Revenue" occurred mainly under the head "Tirni" in the Peshawar, Kohat, Bannu and Dera Ismail Khan Districts and in the Kurram Agency, and also under the head "Other Items" in the Hazara and Kohat Districts. The increase under "Other Items" was due to revenue fines, especially in the Hazara District.

Coercive Processes.

6. The total number of coercive processes issued for or against Lambardars was 1,647 as compared with 1,786 in the preceding year. The amount of arrears for the realisation of which these processes were issued was Rs. 4,32,718 as against Rs. 3,62,390. Actual recoveries amounted to Rs. 3,94,427 as against Rs. 3,07,163.

## 2. Survey and Boundaries.

Survey and Boundaries.

7. The rectangular survey of 15 villages of the Swabi Tahsil of the Peshawar District, referred to in the preceding report, was completed during the year and the necessary records-of-rights were being prepared.

## 3. Land Records.

Establishment. Patwaris.

8. The total number of Patwaris and Assistant Patwaris was the same as in the previous year, namely, 897, of whom 50 per cent. were agriculturists. During the year 12 Patwaris were dismissed and 159 reduced, suspended

ADMINISTRATION OF THE LAND.

or fined as against 12 and 101, respectively, in the preceding year. On the whole the general conduct and efficiency of the Patwaris were as satisfactory as could be expected from men of their education and pay. Sixty-one new appointments were made during the year, of which 49 went to agriculturists and 12 to others. One Patwari was promoted to the post of Kanungo and 2 were transferred to the district staff. In addition, 2 Patwaris officiated as Field Kanungo. The annual returns were as a rule filed punctually. A sum of Rs. 3,600 was allotted for expenditure on "Patwarkhanas" and urgent repairs were duly carried out. Owing to financial stringency the provision of additional "Patwarkhanas" had to be postponed once more. The total cost of the Patwari establishment, including stationery, survey equipment, gratuities, and other charges, amounted to Rs. 2,71,432 as compared with Rs. 1,99,142 in the preceding year. The average cost per Patwari rose from Rs. 222 to Rs. 303 owing to the further revision of pay with effect from the 1st April 1922.

**Kanungos.**

During the year no Kanungo was promoted to a higher appointment and one post in the Bannu District was brought under reduction with effect from the 1st August 1922. A proposal to increase the pay of the Field Kanungos from Rs. 35 and 40 to Rs. 40 and 50, respectively, and that of the Assistant Kanungos and Assistant District Kanungos from Rs. 50 to Rs. 60, the rates sanctioned in the Punjab, was under the consideration of the Local Administration.

**Mutation Work.**

9. There were 175,134 mutations for disposal as against 158,857 in the preceding year. The year opened with a balance of 35,635 and 42,362 mutations remained pending at the end of the year. In spite of the absence of unforeseen calls upon the revenue staff concerned, the disposals were disappointing.

**Annual Records.**

10. The annual papers and detailed Jamabandis were punctually prepared and filed, with the exception of one village in the Hazara District and 49 villages in Peshawar. Out of 796 Jamabandis filed during the year, only 200 were checked by Collectors or their Assistants as against 307 out of 776 in the preceding year.

## 4. Wards' Estates.

**Wards' Estates.**

11. The number of estates under the control of the Court of Wards rose from 3 to 4, Bhagpur Dheri in the Hazara District, with an area of 17,926 acres (3,945 cultivated) being taken over during the year. The remaining three estates were Agror and Khanpur in the Hazara District and Topi in the Peshawar District. The ward of the Topi estate had attained his majority and it was decided to release the estate upon the completion of the final audit. The total area of the estates under control was 45,435 acres including 17,645 acres under cultivation. The assets of the estates at the close of the year were valued at Rs. 58,16,355 and the respective cash balances were—

| | Rs. |
|---|---|
| Agror estate ... ... ... ... | 4,898 |
| Khanpur estate ... ... ... ... | 10,591 |
| Bhagpur Dehri estate ... ... ... ... | 13,874 |
| Topi estate ... ... ... ... | 15,187 |
| Total ... | 44,450 |

The total liabilities at the close of the year were Rs. 31,821 including Rs. 2,853 due to Government on account of ward rate and audit fees. The income of the four estates was Rs. 86,517 and the expenditure Rs. 58,912. The cost of management was Rs. 8,247. Rajas Aziz Ahmad and Habib Ahmad, wards of the Baghpur Dheri estate, were admitted to the Queen Mary's College, Lahore, on the 1st October 1922.

## 5. Revenue and Rent Paying Classes.

Advances to cultivators.

12. Rs. 45,050 and Rs. 4,19,451 were advanced respectively under the Land Improvement Act and the Agriculturists' Loans Act as against Rs. 93,372 and Rs. 8,75,125 in the preceding year. The advances granted during the previous year had been exceptionally heavy on account of renewed agricultural activities after the great drought of 1921. The amount to be collected within the year was Rs. 11,36,781, of which Rs. 6,47,926 (Rs. 6,20,414 principal and Rs. 27,512 interest) was collected. Rs. 1,53,720 was suspended and Rs. 3,35,135 was overdue at the close of the year.

Protective leases.

13. Only two protective leases were granted during the year. Ten new wells were sunk and five old wells repaired at private expense.

Punjab Alienation of Land Act (as amended by North-West Frontier Province Regulation I of 1904).

14. During the year under report the Alienation of Land Act was extended to the Kohat and Peshawar Districts, becoming operative in the former on the 29th October 1921 and in the latter on the 10th March 1922. The agricultural tribes of these two districts, specified in North-West Frontier Province Notification No. 5345, dated the 21st November 1908, were in each case declared to be one group for the purposes of the Act. In the Kohat District, Kaka Khels were in September 1922 included in the agricultural tribe "Sayads."

Applications for permanent alienation under Section 3 (2) of the Act numbered 101 during the year. Of these 22 were sanctioned, namely 2 in Hazara, 12 in Kohat, 3 in Bannu and 5 in Dera Ismail Khan. Of the 22 acres transferred in Hazara, 2 were acquired by Government and 4 were transferred to non-agricultural tribes for religious purposes, while the remaining 16 were transferred by order of the Court of the Deputy Commissioner. In the Kohat cases the area permanently transferred to non-agriculturists was only 6 kanals 17 marlas and was sold for *sarais* and shops. The Dera Ismail Khan sanctions were in favour of money-lenders. No cases were brought to light in which gifts or exchanges were used as a cloak for evading the provisions of the Act.

Mortgages and Sales.

15. The total area mortgaged with possession during the year amounted to 60,339 acres and the mortgage debt to Rs 64,79,693 as compared with 59,777 acres and Rs. 61,90,834 in the preceding year. The increase was confined to the Hazara and Bannu districts and was in each case apparently due to the severe scarcity of 1920-21. The area redeemed during the year was 51,283 acres with a mortgage debt of Rs. 36,84,553 as against 60,551 acres and Rs. 50,26,431 during the previous year. The decrease was spread over all the districts except Peshawar. The amount discharged by redemption fell short of the amount raised during the year by new mortgages, by Rs. 27,95,140. The average of the mortgage debt discharged works out at Rs. 117 per acre on cultivated land, as compared with Rs. 126 per acre on the cultivated land newly encumbered.

The total area sold during the year was 48,947 acres assessed at Rs. 25,811 as against 54,626 acres assessed at Rs. 26,303 in 1920-21. The purchase money amounted to Rs. 65,77,741 as compared with Rs. 87,22,210. In Hazara and Bannu there was an increase in the area sold and a decrease in the Peshawar, Kohat and Dera Ismail Khan Districts.

The area mortgaged by agricultural tribes during the year amounted to 56,044 acres, while the area acquired by them on mortgage was 48,157 acres. The agricultural tribes thus suffered a net loss of 7,887 acres on temporary transfers. The area sold to agricultural tribes was 4,457 acres less than the area sold by them. In the Hazara District, Awans, Malyars, Mughals and Rajputs gained most both by mortgages and sales, while Gakhars, Swathis and Sayads sustained considerable loss under both heads. In Peshawar, Pathans and Mughals, and in Kohat Pathans and Awans, lost a considerable area under mortgages as well as under sales, while Kaka Khels in Peshawar gained under both heads.

# CHAPTER III.

# PROTECTION.

## 1. Legislative Authority.

Legislative Authority.

16. The Legislative Authority for the North-West Frontier Province is the Central Legislature.

## 2. Course of Legislation.

New Legislation.

17. No Regulation framed especially for the North-West Frontier Province was enacted during the year under review.

## 3. Police and Crime.

[ Further information will be found in the Provincial Police Administration Report for the year ending 31st December 1922.]

General.

18. A general summary of the position with regard to crime will be found in paragraph 13 of Part I of this report.

Cognizable cases

19. The total number of "true" cognizable cases dealt with by the Police during the year was 6,650 as against 7,357 in 1921, a decrease of 707. Eliminating class VI (*i. e.* nuisances and other cognizable cases under special and local laws) the figures are 5,547 as against 5,993 in the previous year. The Hazara District alone showed a slight increase. The number of murders reported to the Police was 608 as against 710 in 1921. Dacoities showed a most welcome decrease from 428 to 255. Of the 315 dacoities actually disposed of by the Courts during the year, 120 as against 251 in 1921 were the work of trans-border offenders. Cases of kidnapping by trans-border offenders declined from 145 to 94. The improvement would have been still greater but for the activities of Mahsuds in the Derajat. The number of Muhammadans kidnapped was twice that of Hindus. The number of offences under burglary, robbery, hurt and theft was not remarkably high, but unfortunately the value of the property stolen rose to the enormous total of almost 18 lakhs. In 1917-18 when a large number of bad characters had enlisted in the army, the total was less than 4 lakhs. An unusually small number of cases called for enquiry by the Criminal Investigation Department, but much additional work was thrown upon the staff during the early part of the year by the visit of His Royal Highness the Prince of Wales and His Excellency the Viceroy, and throughout the year the political situation necessitated constant vigilance by the Department, both in view of local manifestations of activity in connection with Indian political movements and of the even more important workings of Indian revolutionaries abroad.

Investigation and convictions.

20. The Police investigated 7,964 cases or still almost 2,000 more than in 1918. The percentage of convictions to trials was 61·8 which compared rather unfavourably with the figures for the preceding year. But as regards the state of crime in general, there was undoubtedly a distinct improvement.

Internal administration.

21. The following reductions in the strength of the force were decided on upon the recommendations of the Retrenchment Committee :—

| | |
|---|---|
| Deputy Superintendents ... ... ... ... | 2 |
| Sub-Inspectors ... ... ... ... ... | 1 |
| Head Constables ... ... ... ... ... | 23 |
| Foot Constables ... ... ... ... ... | 227 |

With the exception of one Deputy Superintendent and 7 Head Constables, these reductions were actually effected on the 1st September 1922. The sanctioned force was practically up to strength and no great difficulty was experienced in obtaining recruits. The number of educated men was only 20·6 per cent. of the strength. The conduct of the force continued to be good. The Police suffered a severe loss in the death in action against Mahsuds, on the 16th April 1922, of Mr. N. S. Woodhouse, a particularly gallant, efficient and popular officer. Mr. Woodhouse was at the time a District Officer of the Frontier Constabulary.

### Chemical Examination.

[Further information will be found in the Report on the work done for the North-West Frontier Province during the calendar year 1922 by the Chemical Examiner to Government, Punjab and North-West Frontier Province.]

Chemical examination.

22. During the year the Chemical Examiner to Government, Punjab and North-West Frontier Province, examined for the North-West Frontier Province 225 cases, comprising 466 articles. There was a decrease of 25 in cases examined for human poisoning, but an increase of 22 under other classes. In fatal cases of human poisoning, poison was detected in 19 out of 24. Arsenic was the favourite poison, followed by mercury, opium or a mixture of opium and mercury. Poison was detected in 8 out of the 9 cattle poisoning cases received, arsenic in 5 and mercury in 3. Owing to the quantity of smuggled cocaine seized in Peshawar, 34 samples of cocaine were sent for examination. Thirty-one of these were found to be pure cocaine hydrochlorate.

## 4. Criminal Justice.

[Further information will be found in the Provincial Report on the Administration of Criminal Justice for the year ending 31st December 1922.]

Number of offences reported.

23. The total number of offences of all kinds reported during the year was 23,111 as compared with 24,224 in 1921 and was the lowest recorded since 1910. This result was contributed to by all the Districts except Bannu. The number of reported offences under the Indian Penal Code fell from 14,934 in 1921 to 13,871 in 1922.

Results of criminal trials.

24. Out of 32,602 persons under trial during the year, the cases of 31,450 were disposed of. Of these 18,599 or 59 per cent. as compared with 55 in the preceding year, were discharged or acquitted. The average duration of trials rose from 10 days to 12 days. District Magistrates disposed of 34 cases under their ordinary powers and 6 cases under the powers conferred by Section 30, Criminal Procedure Code. Additional District Magistrates decided 2,256 cases under their ordinary powers and 348 under their enhanced powers. Honorary Magistrates, sitting singly and in benches, disposed of 1,392 and 1,991 cases respectively. Sixty-six persons, as compared with 36 in 1921, were sentenced to death by Courts of Sessions. In the case of 40, the sentence of death was confirmed by the Judicial Commissioner. In 15 the sentence was commuted to transportation for life, in 7 the convictions were altered to various terms of imprisonments, while the remaining 4 were acquitted on appeal. In addition to the cases disposed of by regular Courts, there were 534 trials by "jirga."

Imprisonment awarded.

25. The number of persons sentenced to imprisonment was 2,949 as against 3,505 in 1921. The latter figure was unusually high. Solitary confinement was awarded in 1,072 cases. The number of sentences of imprisonment of 15 days or under decreased from 334 to 273. The number of sentences of one month or under necessitated a general reference to the District Magistrates and orders were issued with the object of reducing such sentences to a minimum. Fifty-one juveniles were tried during the year. Of these 36 were sentenced to whipping and 15 were dealt with under Section 562, Criminal Procedure Code.

Fines.

26. The fines imposed during the year amounted to Rs. 3,41,757 of which 73 per cent. was realised.

Appeals.

27. The number of persons who appealed to the District Magistrate declined from 677 to 557. The number in 1921 was exceptionally high. The average duration of appeals of this class rose from 17 to 22 days. The Sessions Courts disposed of 643 appeals and the Judicial Commissioner of 247.

Sessions cases.

28. One hundred and eighty-three sessions cases were disposed of. The average duration was 36 days in the Peshawar Division where there are two judges and 49 days in the Derajat where there is only one judge.

Judicial Commissioner's Court.

29. The following statement shows the criminal business disposed of by the Judicial Commissioner's Court during 1921 and 1922:—

| Year. | *Murder references.* | | *Criminal appeals.* | | *Criminal revisions.* | |
|---|---|---|---|---|---|---|
| | Cases. | Persons. | Cases. | Persons. | Cases. | Persons. |
| 1921 ... | 30 | 30 | 142 | 161 | 183 | 230 |
| 1922 ... | 67 | 67 | 247 | 314 | 191 | 343 |

The average duration of criminal appeals rose from 40 to 79 days and was due to the great rush of both civil and criminal work.

## 5. Prisons.

[ Further information will be found in the Provincial Report on the Jails during the year ending 31st December 1922. ]

General.

30. The number of jails and judicial lock-ups remained the same as in the preceding year, *viz.* 5 and 8, respectively. The number of prisoners admitted to lock-ups and jails, and including the prisoners remaining over from the previous year, was 13,494 as against 14,581 in 1921. In spite of the decrease of 1,087 in admissions the daily average population was 495 higher, *viz.* 3,424 as compared with 2,929 in 1921. In the case of convicted prisoners the position was even more serious. Notwithstanding a decrease of 365 in the number of admissions of this class, the average daily number of convicts increased from 2,141 in 1921 to no fewer than 2,701 in 1922. Out of the total average daily population 3,145 were males, whereas the total barrack and cell accommodation for males was only 2,509. Prisoners in excess of the accommodation were kept at night in tents and work-sheds. This grave overcrowding was due partly to the closing down of the Andamans to fresh prisoners, but principally to the almost entire cessation of transfers to extra-provincial jails owing to the difficulties felt in other provinces.

Health.

31. The daily average number of sick (127) was almost double the average of the preceding five years. The principal cause was the widespread prevalence of malaria, fortunately of a mild type. Malaria alone was responsible for 1,626 admissions into hospital, of which only 2 cases proved fatal. There were 45 cases of pneumonia with 17 deaths and 41 cases of tuberculosis with 16 deaths. The accommodation for tuberculosis cases continued to be much below the demand.

Discipline.

32. Only 2 convicts escaped, both in the Peshawar Jail. One prisoner, who had escaped from the Abbottabad Jail in 1921, was recaptured during the year under review. An unsuccessful attempt to escape was made by a condemned convict in the Kohat Jail. Owing to proximity to the frontier, fetters had to be resorted to as a means of restraint to a far greater extent than elsewhere in India. Under revised rules, issued during the year and limiting the use of fetters to the minimum compatible with due regard for safe custody, 2,345 convicts were fettered as compared with 2,612 in 1921. The punishment of whipping was as usual restricted to the gravest classes of offences and was awarded in the case of only 7 prisoners, 4 of whom were habituals. The total number of punishments awarded to convicts declined from 883 in 1921 to 847 in 1922, in spite of the large increase in the daily average convict population. The remission system continued to be extremely popular and was as usual found to be a great inducement to good work and discipline.

Jail industries.

33. The total cash profits during the year amounted to Rs 52,649, the average earning per head employed being almost double that of the average for the preceding five years. A new type of loom with automatic shuttle was being introduced as funds permitted. Unfortunately, as the result of lack of accommodation, no employment could be found for a large number of the prisoners sentenced to labour.

Expenditure.

34. The total expenditure upon maintenance and guarding, including the cost of supervision, but excluding that of buildings and repairs, was Rs. 525,375. The average cost per head was Rs. 165 or, taking into consideration the cash profits earned, Rs. 149 per head as against Rs. 100-7-0 the average of the preceding five years. This large increase was due principally to higher pay of establishment.

## 6. Civil Justice.

[Further information will be found in the Provincial Civil Justice Administration Report for the year ending 31st December 1922.]

Institutions.

35. In 1921 the total number of suits instituted was the lowest since 1911. In the year now under review, the Peshawar District alone maintained this unusually small number. Kohat and Dera Ismail Khan, each with an increase of 11 per cent, Hazara with 21 per cent. and Bannu with 30 per cent., raised the provincial total to slightly more than that of 1920. The total number of suits instituted was 27,300 as against 24,528 in 1921. Of those instituted in 1922, 21,805 were suits for money or moveable property and the remainder suits relating to title or other matters.

Matrimonial suits. Land suits. Pre-emption suits.

36. There were no striking variations in the number of matrimonial suits or in title and other suits relating to land; and the same may be said of pre-emption suits, as the increase in the latter from 1,558 to 1,652 was probably little more than a return towards the normal, the number of pre-emption suits in 1921 having been the lowest since 1915.

Insolvency proceedings.

37. The bulk of the increase from 131 to 173 in the number of applications for a declaration of insolvency was in the Dera Ismail Khan District. The cause was a disastrous outbreak of speculation in house property.

Value of suits.

38. The total value of suits instituted during the year rose from Rs. 89,98,548 to Rs. 1,14,45,456, and the average value from Rs. 367 to Rs. 419. The increase was confined chiefly to the Dera Ismail Khan District, where the average value of suits advanced from Rs. 308 to Rs. 748.

Duration.

39. The average duration of contested suits rose from 40 to 47 days and of uncontested suits from 24 to 35. In both cases the increase was apparent rather than real, special attention having been directed towards the prevention of unjustified dismissals in default and other stratagems designed to show good results.

Commissions.

40. The number of commissions rose from 354 to 411, of which 276 were for local inspection. Special attention continued to be devoted by the Inspecting Officers to the detection of evasion by the Subordinate Courts of their own responsibility by the issue of unnecessary commissions; and during the year under review no marked tendency in this direction was observed, except in the Hazara District where the matter was duly taken up by the District Judge.

Disposals.

41. The total number of suits for disposal was 32,023 of which 27,602 were disposed of. The 8 stipendiary Munsifs disposed of no less than 62 per cent. of the total civil litigation. The outturn of the District Judges was particularly good. The disposals of the 31 Honorary Civil Judges numbered 3,165, or less than 600 short of the disposals of the 21 stipendiary Extra Assistant Commissioners. The number of appeals which came before the District Judges was unusually small, while interference in the appeals disposed of increased by 10 per cent., indicating more discrimination in the filing of appeals. Abnormally heavy sessions work led to an inevitable increase in the pending file of the Divisional Courts. Out of the 1,240 appeals for disposal by those Courts, 345 had to remain pending at the close of the year. The remarkable increase in criminal work was responsible for doubling the duration of civil appeals in the Judicial Commissioner's Court.

Execution of decrees.

42. The number of applications for execution of decrees was 22,621 as against 19,875 in 1921. 18,705 were disposed of. Satisfaction was obtained in full in 32 per cent. Out of a sum of Rs. 39,83,352 under realisation 8 per cent. as compared with 50 per cent. in 1921 was realised. It seems ossible that the decline in the results was the fault of decree-holders who ushed to the Courts before the peasantry had recovered sufficiently from the effects of the previous year's drought.

Processes.

43. The number of processes — civil, criminal and revenue — served by the process-serving agency amounted to 289,910 as compared with 269,563 in 1921. The scale of process-fees was enhanced by a re-classification of courts and the income from fees rose from Rs. 73,986 to Rs. 84,288. Expenditure increased from Rs. 59,733 to Rs. 61,203.

Guardian and Wards' Act.

44. Applications under the Guardian and Wards Act were 170. Out of 164 applications disposed of, guardians were appointed in 62 cases only. The majority of the applications were found to be the outcome of interested motives rather than of genuine care for the welfare of the minor.

## 7. Registration.

[Further information will be found in the Provincial Report on the Registration Department for the three years ending 31st December 1922.]

Compulsory Registration

45. The following statement shows the steady increase in compulsory registration during the last three triennial periods :—

| *Triennium.* | *Number.* | *Value in lakhs of rupees.* |
|---|---|---|
| 1914-16 ... ... ... | 32,327 | 254·82 |
| 1917-19 ... ... ... | 36,522 | 369·35 |
| 1920-22 ... ... ... | 39,905 | 563·52 |

With the exception of Bannu, where there was a slight decrease, the increase was shared by all the districts. During the year 1921 the figures for Dera Ismail Khan included a large number of transactions due to unhealthy speculation in house property. Otherwise the increase in registration business was a satisfactory indication of continuous improvement in the economic condition of the settled districts of the Province.

Optional registration.

46. The number of optional registrations relating to immoveable property effected during the three calendar years 1920-22 was 1,429 of the aggregate value of Rs. 4·19 lakhs, as against 1,518 documents registered in 1917-19, valuing Rs. 2·15 lakhs. There was a steady increase in the number of documents relating to moveable property.

| *Period.* | *Number.* |
|---|---|
| 1914-16 ... ... ... ... ... | 1,582 |
| 1917-19 ... ... ... ... ... | 1,748 |
| 1920-22 ... ... ... ... ... | 2,129 |

Value of land transferred.

Agricultural land to the value of Rs. 300·25 lakhs and town land to the value of Rs. 253·03 lakhs changed hands during the three years.

Income and expenditure.

47. Income and expenditure were as follows :—

| *Period.* | *Income.* | *Expenditure.* |
|---|---|---|
| | Rs. | Rs. |
| 1914-16 ... ... ... ... | 1,38,416 | 36,152 |
| 1917-19 ... ... ... ... | 1,76,469 | 44,482 |
| 1920-22 ... ... ... ... | 2,25,586 | 66,228 |

The general revision of the pay of establishments which took effect from the 1st March 1920 raised the cost of establishment from Rs. 14,037 in 1917-19 to Rs. 23,426 in 1920-22.

General.

48. Unfortunately the central record room for the Hazara District was totally destroyed by fire in September 1922.

## 8. District Boards.

[ Further information will be found in the Provincial Report on the working of District Boards for the year ending 31st March 1923. ]

Working of Boards.

49. The preceding year had witnessed an important change in the constitution of the District Boards, namely the introduction of a measure by which a non-official Vice-President was to be elected from among the nominated members of the Board; but the change was introduced too late in the year for all Boards to avail themselves thereof. The remaining Boards followed suit during the year under review. The average attendance of official members fell everywhere except in Peshawar. The attendance of non-official members was good in the Hazara and Dera Ismail Khan Districts but indifferent elsewhere. The term of office of members of the Bannu Board expired during the year. With the exception of 6, all were re-appointed. The Bannu Board made an experiment by giving members direct responsibility by advancing them money for carrying out repairs to roads and buildings by daily labour. The experiment proved satisfactory in some cases but disappointing in others.

Education

50. One aided primary school for girls was opened in the Hazara District and 3 aided primary schools for boys in the Peshawar District. On the other hand owing to financial stringency a large number of schools were closed, *viz.* one girls' and 24 boys' primary schools in the Hazara District, one secondary and 24 primary schools in the Peshawar District and 25 each in the Kohat, Bannu and Dera Ismail Khan Districts.

Public Works.

51. Expenditure on Public Works was between one-third and one-fourth of that on education. The latter is met chiefly from Government grants. Repairs to roads represented almost one-fourth of the total expenditure on Public Works.

Horse and cattle-breeding.

52. Except in Hazara, the usual horse shows and cattle fairs had to be abandoned owing to financial stringency.

Income and expenditure.

53. Excluding "Debt head transactions," the income of the District Boards was Rs. 9,14,336 as against Rs. 9,36,542 in the preceding year and the expenditure Rs 9,65,492 as against Rs 9,87,111. There was a serious decrease in the closing balance from Rs. 2,08,924 to Rs. 1,43,362. The accounts were as usual audited by the Local Audit Department and no serious irregularity was brought to notice.

The principal figures were as follows :—

(*i*) *VI—Local rates.*—Owing to good harvests the income rose from Rs. 1,72,489 to Rs. 2,28,234. In Peshawar the figure also includes an increase under license fees for stage carriages.

(*ii*) *XIX and 22—Education.*—The closing of schools resulted in a decrease in income, owing to the non-receipt of Government grants, from Rs. 5,43,278 to Rs. 5,12,063. Expenditure rose from Rs. 5,32,238 to Rs. 5,68,838. The increase was due principally to the raising of the pay of teachers.

(*iii*) *XX and 24—Medical.*—Income fell from Rs. 46,829 to Rs. 44,662 which latter figure includes Rs. 40,000 in Government grants, while expenditure rose from Rs 1,05,269 to Rs. 1,17,420.

(*iv*) *XXX and 43—Minor Irrigation Works.*—Accounts under this head are confined to the Peshawar District. The demand was Rs. 34,283 including arrears of Rs. 20,606. Rs. 11,668 was realized. Special orders were issued with regard to the collection of the large outstandings. The expenditure amounted to Rs. 8,051 as against Rs. 9,790. The reduction was due principally to the replacing of the Canal Engineer by a Tahsildar.

(*v*) *XXXI and 45—Civil Works.*—Income fell from Rs. 1,14,018 to Rs. 64,833 and expenditure from Rs. 2,06,148 to Rs. 1,55,534. The decrease was due principally to smaller Government grants for Public Works.

## 9. Municipal Administration.

[Further information will be found in the Provincial Report on the working of Municipalities for the year ending 31st March 1923.]

Working of the Committees.

54. The number and constitution of the Municipalities and Notified Areas remained the same as in the previous year except that the appointment of non-official Vice-Presidents by election from amongst the members was extended, and Haripur alone continued to have an official Vice-President. The change proved successful on the whole. One hundred and thirty-three ordinary and 63 special meetings were held. The Municipal Committees of Kohat and Bannu respectively held 10 and 12 ordinary meetings as against the prescribed number of twelve. There was a falling off in the attendance of non-official members in Peshawar and in the Notified Areas of Becketganj-Khawajaganj, Lakki and Tank. There was a certain amount of party feeling among the members of the Abbottabad Municipality, but good work was done by some of them. The Municipal Committee of Haripur was rent by Hindu-Muhammadan feeling to an extent which at times completely clogged the whole of the machinery. On the other hand in the Baffa Notified Area the members on the whole realized their responsibilities much better than those of any other local body in the Hazara District. In Peshawar, Kohat, Bannu and Dera Ismail Khan the general attitude of members towards their responsibilities was satisfactory.

Finances.

55. The income from octroi fell from Rs. 7,89,819 to Rs. 7,44,010, the decrease being spread over all the Municipalities except Hazara and Bannu and being in each case due to the general slackness of trade. The chief decreases were in Peshawar (Rs. 24,100) and Dera Ismail Khan (Rs. 17,457). In Bannu there was an increase owing to the construction of the Razmak Road.

Octroi refunds fell from Rs. 4,08,234 to Rs. 3,48,272. The decrease was greatest in Peshawar. The percentage of the cost of collecting the octroi receipts varied from 12·74 in Haripur to 3·83 in Peshawar. The income of the Notified Areas rose from Rs. 1,53,882 to Rs. 1,74,888. The percentage of expenditure on education, medical relief and water-supply increased in all the Municipalities except Bannu where there was a slight decrease under education and water-supply.

The balances of the Municipalities at the close of the year were Rs. 6,69,651 in cash and Rs. 12,29,221 in securities as against Rs. 9,55,361 in cash and Rs. 8,97,727 in securities in the previous year. The difference was due principally to the investment of Rs. 3,50,000 by the Municipal Committee of Peshawar. The balances of the Notified Areas were Rs. 1,46,854 in cash and Rs. 27,000 in securities as against Rs. 1,38,032 in cash and Rs. 59,850 in securities.

General.

56. A detailed scheme for a joint water-supply for the Municipality and Cantonment of Abbottabad was under the consideration of the Government of India. A similar scheme for Peshawar made good progress. Schemes for Kohat and for the Bannu extension were also dealt with. Peshawar engaged a lady Sub-Assistant Surgeon for maternity work and also contributed Rs. 200 per mensem to a child welfare centre in addition to a handsome initial grant. There were 22 fires in Peshawar, 5 of which were somewhat serious, causing damage to the amount of Rs. 4,06,000. The Government of India sanctioned a scheme to check a further erosion by the river Indus which was threatening to destroy the town of Dera Ismail Khan. The estimated cost of the scheme is Rs 14,00,000, of which half will be provided by Government and the other half by the Municipality by means of a loan from Government to be repaid over a term of years by increased taxation.

# CHAPTER IV.

# PRODUCTION AND DISTRIBUTION.

## 1. Agriculture.

**Experimental Agriculture.**

[ Further information will be found in the Provincial Land Revenue Report for the agricultural year ending 30th September 1922. ]

**Wheat.**

57. Pusa No. 4, first distributed from the Government Experimental Farm, Tarnab, in 1916 is now the common wheat of all the irrigated land in the Peshawar District and showed every sign of also becoming the favourite variety elsewhere in the Province. It yields from Rs. 10 to Rs. 15 per acre more than any local variety and where the cultivation is good the increased profit is even greater. Out of about 50 varieties of the more noted wheats of the warm temperate parts of the world which have been tested at Tarnab, none has outrivalled Pusa No. 4 or Federation for cultivation on irrigated land. An upstanding bearded Australian variety which proved remarkably rust resistant and yielded well in the trials, was chosen for the unirrigated tracts.

**Sugarcane.**

58. The report for 1920-21 mentioned that sets of "Assam red" or "Assami" as it is being called locally, would be distributed amongst selected cultivators. During the year now under review this type of cane fully realised the high expectations which a series of trials in the foregoing 3 years had encouraged. It germinates much more freely than the local cane, requires less irrigation, is far and away more vigorous and suffers much less from the cane-borer and red rot than the local variety. The Peshawar custom is to grow a certain area of "arhar" (Cajanus Indica) to provide fuel with which to boil the cane juice. An improved furnace which is being tested at Tarnab will almost certainly enable the juice to be boiled with the fibre of the sugarcane itself.

**Sugar-beet.**

59. Experiments in the cultivation of sugar-beet continued on the lines recommended by the Indian Sugar Committee. The results have been uniformly encouraging since those first obtained in April 1911. The average weight of roots has throughout been about 20 tons per acre. The sugar contents of the roots remained steadily at approximately 14 per cent.; the cost of cultivation never exceeded Rs. 80 per acre and in normal years there was a supply of roots from the 1st April until the 1st July.

**Cotton.**

60. Cotton is going out of cultivation owing to other crops having been found more remunerative. Besides the local type, 22 varieties from various parts of India and from America were tested at Tarnab. None proved better than the local cotton which however also yielded a very poor crop.

**Berseem (Trifolium Alexandrinum).**

61. Egyptian clover or "berseem" (Trifolium Alexandrinum) continued to give even better results than the long established "shaftal" (Trifolium resupinatum) and is gradually displacing the latter variety.

**Water melon.**

62. A new water melon tested at Tarnab gained extraordinary favour with all who saw it. The experimental station collected sufficient seed to enable extensive cultivation in the Peshawar District during the following year.

**Fruits.**

63. Final selections of varieties of peach, plum, pear, etc., were made with a view to the establishment of large commercial orchards; and arrangements were made for the propagation of nearly 200,000 trees.

## 2. Weather and Crops.

[ Further information will be found in the Provincial Report on the Seasons and Crops for the year 1922-23 (autumn crop of 1922 and spring crop of 1923). ]

Character of the Seasons.

64. There was good and general rain throughout the Province in May and June 1922 and good monsoon rains during July, August and September, with the result that crops matured well and the failed area was small. Particularly good rain fell between October 1922 and March 1923 with consequent extensive sowings and good crops. On the other hand there were local hail-storms which necessitated a certain amount of remission of revenue.

Sown and cropped areas.

65. The total area sown amounted to 2,720,243 acres, 4 per cent. less than in the previous year but 3 per cent. above the normal; and the matured area exceeded that of the previous year by 4 per cent. The total area sown in Kharif 1922 was a little less than in the previous year, but the percentage of the matured area was particularly high and the harvest 2 per cent. above the normal. The succeeding Rabi was a bumper crop and surpassed that of the preceding year, itself an exceptionally good one, by no less than 66,534 acres. The Rabi harvest was 15 per cent. above the average. The total area under irrigated crops was 966,459 acres. The increase over the previous year was almost all the result of further irrigation from the Upper Swat Canal in the Peshawar District.

Chief staple.

66. The area under rice, which is cultivated principally in the Hazara and Peshawar districts, was 23,785 acres or about 20 per cent. above the area of the previous year. The yield per acre was however slightly less. Both "bajra" and "jowar" showed a heavy decrease. Maize on the other hand did well. The area under sugarcane, 39,242 acres, showed a slight increase and the outturn was not less than 30 per cent. above the normal. Cotton, 15,108 acres, showed no sign of recovering its former popularity. Wheat with an area of 1,122,913 acres was close on 200,000 acres better than the figures for the previous year. The increase was shared by all the districts. The outturn was fully up to the average. Barley, 270,195 acres, showed a slight decrease both in sown area and in yield. Gram, 220,678 acres, which is an important crop in the Kohat, Bannu and Dera Ismail Khan districts, showed a decrease of 50,000 acres due to substitution of the more valuable crop of wheat. The outturn was particularly poor. Rapeseed, 144,533 acres, showed a considerable decrease, but the area was still above the normal and the outturn good.

Prices.

67. The prices of food-grains showed a very considerable fall, but were still above the normal. "Gur" and cotton on the other hand ruled high, in the latter case owing to the high prices obtainable abroad.

## 3. Arboriculture and Horticulture.

[ Further particulars will be found in paragraph 10 of Part II of the Provincial Report on the Administration of Land Revenue, Land Records and Agriculture for the year 1921-22. ]

Arboriculture.

68. The mesquite bean (Prosopis juliflora) which was tested at Tarnab maintained its great vigour and yielded heavy crops of nourishing beans for the farm sheep. Experiment has shown that there is hardly any land however arid in the plains of the North-West Frontier where this bean could not be established and it is suggested that it might do much towards preventing erosion. Experiments were also made at Tarnab with regard to the yield of "Farash" (Tamarix Articulata) as copsewood.

## 4. Forests.

[ Further particulars will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1923. ]

General.

69. Under sanction conveyed by the Government of India on the 29th June 1922, the technical and sales control of the Hazara forests was placed under the Chief Conservator of Forests and Utilization Conservator, Punjab,

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with the most satisfactory results. Not only was the Deputy Conservator of Forests, Hazara, relieved from the responsibility of sales control at a time when isolated action on the Punjab timber market would have been impossible, but the advice which the Utilization Conservator was in a position to give was of great value in obviating unnecessary expenditure on the extraction of unsaleable produce. The Punjab also took over the control of the Hazara timber operations on the Jhelum river, a step which resulted in considerable savings.

**Roads and buildings.**

70. During the year 30 miles of bridle-path were constructed at a cost of Rs. 14,893, of which the District Board contributed Rs. 650. In addition, a mile of unmetalled cart road, constructed at a cost of Rs. 3,327, at once resulted in an approximate saving of Rs. 14,000 in transport cost. The principal new bridle-paths were as follows:—

(1) Six more miles of the Massar ridge extension.

(2) Two links between the Tanglai inspection path and the Batkas road.

(3) Seven more miles of the Birangali-Nathiagali road.

(4) Five miles on the Chattri extraction road.

The total expenditure on new buildings was Rs. 23,107 as against Rs. 56,875 in the preceding year. The principal items were the completion of two residences at Abbottabad and the construction of two Rest Houses, one at Birangali and the other at Makhnial. The expenditure on repairs was Rs. 3,597 as compared with Rs. 5,624 in the previous year.

**Ropeways.**

71. A gravity ropeway 1½ miles in length was constructed for the extraction of timber from Chattri and approximately 45,000 cubic feet of timber were transported. During the year sanction was received for the survey of a ropeway between Thai and Kalabagh.

**Offences.**

72. The number of offences reported was 1,942 as against 1,327, the average of the preceding 3 years. This large increase occurred entirely in the Lower Hazara Division and is attributed partly to the fact that owing to the drought of the previous year lopping was allowed up till the break of the monsoon, but also largely to greater energy displayed by the protection staff.

The number of new cases taken to Court was 298. Including cases left over from the previous year, convictions were obtained in 204 out of 233 decided.

Cases compounded numbered 1,519 involving 2,785 persons who paid Rs. 9,405.

**Forest fires.**

73. Doubtless chiefly owing to the absence of drought, forest fires fell from 46 to 13 involving only 13 acres and all of a trivial nature. Of the 13 acres, 8 were within the 32,434 acres marked down for protection from fire. Departmental firing was carried out over 6,026 acres of the Siran "Chir" forests.

**Grazing.**

74. Unrestricted grazing was allowed except in 52½ square miles out of the total forest area of 236 square miles.

**Artificial reproduction.**

75. Twenty-nine thousand walnut plants were set out in the forest, but moles were responsible for many casualties. Remedies were tried but without avail. Ninety-three and a half acres in the Lower Hazara Division were sown with Deodar, Blue Pine, Silver Fir and Maple at a cost of Rs. 663.

**Resin.**

76. Three thousand four hundred and sixty-six maunds of crude resin were collected from 4,168 acres. Including certain stock in hand, 3,843 maunds were sold to the Punjab Turpentine Factory at Jalloo at Rs. 6-8-0 per maund.

**Exploitation.**

77. There was a decrease from 9,854 to 5,936 acres in the total area worked, the principal reasons being the cessation of felling in the Khanpur Range for the supply of firewood to Abbottabad and the fact that in the

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Gallis the requirements of the Supply and Transport Department were met chiefly from the refuse left from timber exploitation. The deficit which during the two preceding years attended the introduction of departmental working of the forests was for the first time converted into a surplus, a result which must be regarded as eminently satisfactory in view of the depressed condition of the timber market. The profit shown in the profit and loss statement prescribed by the Government of India was Rs. 1,68,986. The produce extracted by departmental agency was 538,000 cubic feet of timber and 272,000 cubic feet of firewood, while minor produce was sold to the value of Rs. 22,901. Under timber there was a decrease of 58,000 cubic feet due chiefly to the depressed market. The outturn of firewood fell by 55,000 cubic feet, mainly owing to a change in the method of supplying charcoal for Murree.

**Purchasers.**

78. There was little difference as compared with 1921-22 in the total value of the produce extracted by direct purchasers. Under timber there was a large decrease owing to the system of selling the standing trees having by the end of the year been completely replaced by departmental exploitation, but this decrease was balanced by a corresponding increase under "Firewood," namely in the sale of standing oak for conversion into charcoal. The following were the principal purchasers of timber :—

The public to the value of Rs. 4,12,678 ;

the North-Western Railway Rs. 1,19,001 ;

the Ishapore Rifle Factory (walnut half-wroughts) Rs. 28,042 ;

other State Departments Rs. 12,327.

**Financial results.**

79. Gross revenue increased from Rs. 5,78,865 to Rs. 7,27,660. The greater part of the increase was due to the sale of stock left over from the previous year. Expenditure declined from Rs. 6,24,716 to Rs 4,85,303, mainly owing to the cutting down of temporary establishment and timber exploitation charges, as well as to curtailment of resin operations and smaller outlay on roads and buildings. The cash surplus of the year was Rs. 1,15,278.

## 5. Mines and Quarries

[ Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department for the year ending 31st March 1923. ]

**Kohat Salt Mines.**

80. The quantity of salt excavated during the year was 535,540 maunds as compared with 398,235 maunds in the preceding year. The issue amounted to 525,540 maunds. Out of this quantity 20 maunds were declared for Swat, and the rest, except a few hundred maunds, for the North-West Frontier Province. One new outcrop was discovered in the Jatta Circle.

There were no raids on Depôts or guard posts during the year.

## 6. Factories.

[ Further information will be found in the Provincial Report on the working of the Indian Factories Act for the calendar year 1922. ]

**General.**

81. The Indian Factories (Amendment) Act, 1922, came into operation on the 1st July 1922. The Local Government did not exercise its powers of bringing under the operation of the Act, factories employing 10 persons or more whether mechanical power is used or not. Rules were framed under the Amended Act and an abstract of the Act and Rules was prepared in poster form for exhibition at the entrance of each factory.

**Factories.**

82. The number of factories under the Act increased from 7 to 8 but of these only 5 were actually working during the year, and the number of persons employed was only 570 as against 879 in 1921. Sixteen inspections

were made by the Inspector of Factories. Water supply, lighting, sanitary arrangements and ventilation were in each case found to be satisfactory and the health of the operatives good. Wages remained practically the same as in 1921. No women or children were found being employed and no accidents were reported.

## 7. Trade.

[ Further information will be found in the Provincial Report on the External Land Trade for the year ending 31st March 1923.]

**General.** 83. Owing to slightly more settled conditions in Bokhara and elsewhere in Central Asia, there was some improvement in trade *viâ* Afghanistan, but owing to the marked falling off, by 72 lakhs, of dealings with Waziristan the total trade of the year showed a decrease of 12 lakhs as compared with the figures for 1921-22. The total volume of trade was only 235 lakhs, namely imports 90 lakhs and exports 145 lakhs.

**Tirah.** 84. Trade with Tirah showed an increase of 1¾ lakhs. The principal increases under imports were dyeing materials Rs 60,000 and timber Rs. 37,000. The export of Indian piece-goods increased, while that of European piece-goods declined.

**Afghanistan.** 85. There was a marked increase in trade with Afghanistan from 27·10 lakhs to 95·96 lakhs, 26·75 under imports and 33·11 under exports.

**Dir, Swat and Bajaur.** 86. Both imports and exports remained practically the same. The figures were, imports 30·75 lakhs and exports 65·99. On the other hand there were marked variations under certain items, the most important of which were large increases in the import of mustard and rape seed and of dried fruit and in the export of European piece-goods, twist and yarn. There was a large decrease in the export of Indian piece-goods, while owing to good trans-border harvests there was also a marked decrease in the export of grain.

**Buner.** 87. Trade with Buner amounted to 4·76 lakhs, a slight increase over the figure for the previous year. The principal increase was under exports, the most noticeable items being twist, yarn and piece-goods, both European and Indian.

**Waziristan.** 88. Trade with Waziristan fell from 89·22 lakhs to 17·14 lakhs, due no doubt to the military operations in Southern Waziristan. Northern Waziristan showed little contraction in trade.

**Kurram.** 89. Trade with the Kurram showed a slight decrease under imports, while exports on the other hand more than doubled, rising from 3·56 lakhs to 7·50 lakhs. This great increase was almost certainly due to goods really intended for Afghanistan and merely passing through the Kurram.

**Tea.** 90. There was some improvement in the export of tea, both Indian and European, but the figures were still far behind those of earlier years. Thus, the value of Indian tea exported was 2·54 lakhs as against 8·07 lakhs in 1918-19. The total value of "European tea" was reported at only Rs. 67,740.

**Salt.** 91. The export of salt increased by 28,988 maunds to 126,587 maunds but the latter figure was still 45,000 maunds below that for 1918-19. While the year's increase was shared by the various recording stations, the bulk was reported from Dir, Swat and Bajaur.

**Treasure.** 92. Silver to the value of Rs. 4,26,939 was recorded as having been imported from Afghanistan.

### Joint Stock Companies.

[ Further information will be found in the Provincial Report on Joint Stock Companies for the year ending 31st March 1923. ]

**Joint Stock Companies.** 93. At the close of the year there were 9 companies at work namely, one banking company, one electrical company, and 7 social clubs. No company had gone into liquidation during the year and only one new company was

registered, namely, the Khattar Electrical Engineering and General Supply Company, Limited, Dera Ismail Khan, a private company with an authorised capital of Rs. 10,00,000, of which Rs. 8,76,000 was paid up. The objects of this company were to carry on the business of an electric light and power company and of electrical engineers, contractors and suppliers. Business operations were actually commenced on the 10th March 1923. The Frontier Bank, Limited, Dera Ismil Khan, with an authorised capital of Rs. 2,50,000 continued to be the only Joint Stock Public Company. The paid up capital of this company increased from Rs. 1,99,324 to Rs. 2,27,734 during the year.

## 8. Buildings and Roads.

[ The Provincial Report of the Public Works Department, Buildings and Roads Branch, for the year ending 31st March 1923 had not been received up to the 15th February 1924. ]

## 8-A. Railways.

[ Further information will be found in the Administration Report on Indian Railways for the year 1922-23. ]

Lines under construction.

94. A 5′ 6″ gauge line, 26·84 miles long, through the Khyber is under construction. The work completed up to the 31st March 1923 represents approximately one-third of the total and the line is expected to be ready for opening by December 1924.

## 9. Irrigation.

[ Further information will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending the 31st March 1923. ]

Irrigated area.

95. The total irrigated area of the Province was 423,428 acres, an increase of 34,456 acres over the average of the preceding three years.

Lower Swat Canal.

96. The area irrigated by the Lower Swat Canal during the year was 170,456 acres as compared with an average of 163,776 acres during the preceding three years.

The working of the canal resulted in a profit representing 15·15 per cent. on the capital invested. The previous year's percentage was 14·10.

Kabul River Canal.

97. On the Kabul River Canal the area irrigated was 47,936 acres as compared with an average of 47,725 acres for the three years ending the 31st March 1922. The year's operations resulted in a profit of 14·20 per cent. on the capital invested as against a percentage of 10·74 in the previous year.

Paharpur Canal.

98. The area irrigated was 23,203 acres as compared with an average of 20,319 acres for the preceding three years. The year's working as calculated on actual assessments resulted in a profit of 0·12 per cent. compared with a loss of 5·23 per cent. in the previous year. The Paharpur Canal was transferred to the Civil Department during the course of the year.

Upper Swat Canal.

99. The area irrigated during the year was 181,833 acres as against an average of 157,152 acres for the preceding three years. Working expenses amounted to Rs. 7,49,640 and assessments to Rs. 8,62,410. The year's working resulting in a profit of 0·52 on the capital invested. The previous year showed a profit of 0·05 per cent.

The fall in the price of cotton and the heavy September rains reduced the Kharif area; but the Rabi area showed a satisfactory increase.

# CHAPTER V.

# REVENUE AND FINANCE.

[Further details on the subjects dealt with in this chapter will be found in the Revenue Accounts of the Government of India for the financial year ending 31st March 1923 and in the Statistics of British India, Volume II, Financial Statistics.]

## 1. Gross Revenue and Expenditure.

100. The statement below gives the receipts, expenditure and closing balances of Local Funds for 1921-22 and 1922-33:—

| Heads. | *Receipts.* | | *Expenditure.* | | *Closing balance.* | |
|---|---|---|---|---|---|---|
| | 1921-22. | 1922-23. | 1921-22. | 1922-23. | 1921-22. | 1922-23. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| District Boards and other Local Funds ... ... | 18,71,159 | 18,67,179 | 19,94,526 | 18,81,987 | 6,02,160 | 5,87,352 |
| Municipal Funds ... | 23,10,704 | 22,30,425 | 33,21,033 | 24,89,026 | 10,61,084 | 8,02,483 |
| Total ... | 41,81,863 | 40,97,604 | 53,15,559 | 43,71,013 | 16,63,244 | 13,89,835 |

101. The following table gives the receipts under the various heads of revenue for 1921-22 and 1922-23:—

| Heads. | 1921-22. | 1922-23. | Difference + more − less. |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| I.—Customs ... ... ... | ... | 60 | +60 |
| II.—Taxes on Income... ... ... | 6,35,660 | 9,98,035 | +3,62,375 |
| IV.—Opium ... ... ... | 77,748 | 88,360 | +10,612 |
| V.—Land Revenue ... ... ... | 15,55,814 | 22,56,057 | +6,70,243 |
| VI.—Excise ... ... ... | 9,06,904 | 8,25,039 | −81,865 |
| VII.—Stamps ... ... ... | 10,04,651 | 10,23,781 | +19,130 |
| VIII.—Forests ... ... ... | 5,74,853 | 7,27,660 | +1,52,807 |
| IX.—Registration ... ... ... | 80,963 | 64,584 | −16,379 |
| XIII.—Works for which Capital Accounts are kept | 4,93,958 | 9,31,891 | +4,37,933 |
| Portion of Land Revenue due to irrigation | 1,06,615 | 1,12,162 | +5,547 |
| XVI.—Interest ... ... ... | 26,790 | 46,698 | +19,908 |
| XVII.—Administration of Justice ... ... | 2,33,934 | 2,52,244 | +18,310 |
| XVIII.—Jails and Convict Settlements ... | 48,840 | 65,162 | +16,322 |
| XIX.—Police ... ... ... | 15,409 | 81,069 | +65,660 |
| XXI.—Education ... ... ... | 31,419 | 32,834 | +1,415 |
| XXII.—Medical ... ... ... | 675 | −6 | −681 |
| XXIII.—Public Health ... ... ... | ... | −2 | −2 |
| XXIV.—Agriculture ... ... ... | 11,361 | 9,489 | −1,872 |
| XXV.—Industries ... ... ... | ... | 2,020 | +2,020 |
| XXVI.—Miscellaneous Departments ... ... | 12,476 | 633 | −11,843 |
| XXVII.—Currency ... ... ... | 7,386 | 14,347 | +6,961 |
| XXX.—Civil Works ... ... ... | 43,180 | 2,21,763 | +1,78,583 |
| XXXIII.—Receipt in aid of Superannuation ... | 26,003 | 69,337 | +43,334 |
| XXXIV.—Stationery and Printing ... ... | 17,666 | 24,370 | +6,704 |
| XXXV.—Miscellaneous ... ... ... | 3,56,611 | 2,60,773 | −95,838 |
| Total ... | 62,98,916 | 81,08,355 | +18,09,439 |

102. The following statement gives a comparison of expenditure under the various heads for 1921-22 and 1922-23 :—

| Heads. | 1921-22. | 1922-23. | Difference + more − less. |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| 1.—Customs ... ... ... ... | ... | 30 | + 30 |
| 2.—Taxes on income ... ... ... ... | 22,511 | 53,004 | + 30,493 |
| 5.—Land Revenue ... ... ... ... | 4,00,362 | 4,23,823 | + 23,461 |
| 6. Excise ... ... .. ... ... | 41,336 | 36,978 | − 4,358 |
| 7.—Stamps ... ... ... ... ... | 35,164 | 36,169 | + 1,005 |
| 8.—Forest ... ... ... ... ... | 7,49,384 | 6,12,382 | − 1,37,002 |
| 9.—Registration ... ... ... ... | 23,231 | 19,064 | − 4,167 |
| 14.—Works for which Capital Accounts are kept—Interest on Debt ... ... ... ... | 9,50,798 | 9,51,134 | + 336 |
| 15.—Other Revenue Expenditure ... ... ... | 81,112 | 53,185 | − 27,927 |
| 19.—Interest on ordinary debt ... ... ... | − 8,02,662 | − 8,16,955 | − 14,293 |
| 20.—Interest on other obligations ... ... ... | 211 | ... | − 211 |
| 22.—General Administration ... ... ... | 17,39,354 | 17,95,687 | + 55,833 |
| 24.—Administration of Justice ... ... ... | 4,77,681 | 4,72,751 | − 4,930 |
| 25.—Jails and Convict Settlements .. ... ... | 6,46,190 | 5,58,449 | − 87,741 |
| 26.—Police ... ... ... ... ... | 51,33,139 | 51,48,487 | + 15,348 |
| 28.—Ecclesiastical ... ... ... ... | 73,628 | 72,145 | − 1,483 |
| 29.—Political... ... ... ... ... | 50,95,749 | 78,52,255 | + 27,56,506 |
| 30.—Scientific Departments ... ... ... | 3,268 | 3,610 | + 342 |
| 31.—Education ... ... ... ... ... | 12,13,381 | 10,94,246 | − 1,19,135 |
| 32.—Medical ... ... ... ... ... | 3,49,614 | 3,90,748 | + 41,134 |
| 33.—Public Health ... ... ... ... | 1,43,785 | 78,004 | − 65,781 |
| 34.—Agriculture ... ... ... ... | 1,21,173 | 1,11,539 | − 9,634 |
| 35.—Industries ... ... ... ... | 421 | ... | − 421 |
| 37.—Miscellaneous Departments ... ... ... | 25,683 | 15,258 | − 10,425 |
| 38.—Currency ... ... ... ... | 3,886 | 3,026 | − 860 |
| 41.—Civil Works ... ... ... ... | 23,29,544 | 24,39,174 | + 1,09,630 |
| 44.—Territorial and Political Pensions ... ... | 61,893 | 54,409 | − 7,484 |
| 45.—Superannuation Allowances and Pensions ... ... | 3,20,162 | 3,20,299 | + 137 |
| 46.—Stationery and Printing ... ... ... | 1,39,293 | 1,29,327 | − 9,966 |
| 47.—Miscellaneous ... ... ... ... | 1,69,056 | 79,180 | − 89,876 |
| 55.—Construction of Irrigation, etc., works ... ... | 1,18,054 | 2,25,219 | + 1,07,165 |
| Total ... | 1,96,66,901 | 2,22,12,627 | + 25,45,726 |

## 2. Land Revenue.

[ Further information will be found in Statements IV and VII appended to the Provincial Land Revenue Report for the year "Kharif" 1921 to "Rabi" 1922. ]

Collections.

103. The collections of Land Revenue, including those on account of previous years, were as follows :—

| | Rs. |
|---|---|
| Fixed Land Revenue ... ... ... ... | 18,30,227 |
| Fluctuating Land Revenue ... ... ... | 2,01,752 |
| Temporarily excluded from the Fixed Land Revenue Roll ... | 9,224 |
| Other Land Revenue ... ... ... ... | 1,30,262 |
| Total ... | 21,71,465 |

## 3. Irrigation.

[ Further information will be found in the Provincial Administration Report of the Public Works Department, Irrigation Branch, for the year ending 31st March 1923. ]

Financial aspect.

104. The capital expenditure during the year was Rs. 2,38,845 and the total capital outlay (direct and indirect) invested up to the end of March 1923 Rs. 2,84,17,097. The gross assessments (direct and indirect) from all sources amounted to Rs. 10,64,653. The working expenses were Rs. 10,60,222 and the interest on capital outlay Rs. 9,51,134, the net result being a

loss of Rs. 6,703. In the preceding year the loss was Rs. 2,08,654. The Lower Swat Canal made a profit of Rs. 5,13,433 and the Kabul River Canal Rs. 1,36,693, but the Paharpur Canal lost Rs. 29,009 and the Upper Swat Canal Rs. 6,27,820. It was decided to classify the Upper Swat Canal as unproductive with effect from the year 1923-24. The estimated value of the irrigated crops was Rs. 2,90,79,961.

## 4. Excise.

[ Further information will be found in the Provincial Report on the Excise Administration for the year ending 31st March 1923. ]

**General.**

105. The year 1920-21 witnessed the highest recorded excise revenue, namely Rs. 10,87,454. During the year under review the total revenue was Rs. 8,28,141 or approximately one lakh less than in 1921-22. The decrease is ascribed to reduced sales owing to the general enhancement of duty on almost all excisable articles and to increased smuggling due to the reduction of the excise staff. Sales of country spirit declined by 15 per cent., opium by 30 per cent., and "charas" by 28 per cent., in spite of the complete disappearance of the anti-liquor campaign of 1921-22.

**Gross receipts and expenditure.**

106. The total demand was Rs. 8,48,702, of which Rs. 8,28,141 was realised. The expenditure was Rs. 36,115, a decrease of Rs. 4,436, of which Rs. 4,394 is accounted for by reduction in excise establishment resulting from the recommendations of the Provincial Retrenchment Committee. The unrealised demand represents arrears of license fees from opium and "charas" licensees in the Peshawar District. Owing to decreased sales the licensees fell into arrears with their monthly instalments, with the result that certain licenses had to be forfeited and re-auctioned at a loss to Government of Rs. 28,061. Under the rules this sum was recoverable from the old licensees but only Rs. 7,500 was actually recovered and there appeared to be little prospect of realising the balance.

**Still-head duty.**

107. The supply of country spirit and Indian-made foreign liquor was as usual obtained from the Punjab and the United Provinces which thus received still-head duty amounting respectively to Rs. 5,88,811 and Rs. 14,451. The question of the title of this Administration to such duty was taken up afresh at the instance of the Government of India but was still under correspondence at the close of the year.

**Country spirit.**

108. There were six wholesale licenses under which 10,416 gallons were sold. Twenty-six shops were licensed for retail vend but the license fees fell from Rs. 3,28,424 to Rs. 2,73,102 and the sales from 36,850 gallons to 31,232. There was reason to believe that much of the decrease was due to the sale of beer at canteens to unauthorised persons and also to some extent to the rise in prices following the enhancement of the still-head duty.

**Drunkenness.**

109. Only 29 persons are shown as having been convicted for drunkenness within municipal areas but there is some reason for doubting the correctness of this figure.

**Foreign liquors.**

110. Fixed-fee foreign liquor licenses rose from 31 to 38. At the same time the sales increased enormously, namely wines from 5,359 to 7,939 gallons, spirits from 15,444 to 27,914 gallons and imported beer from 50,223 to 84,737 gallons. Indian beer alone decreased, namely from 40,620 to 38,379 gallons. The main reasons are to be sought in the extensive military operations in Waziristan and in the reduction by a leading Peshawar firm of its prices, thereby securing large wholesale orders which otherwise would have been placed in Karachi or Bombay. Canteen licenses were granted at a nominal fee of Rs. 24 per annum for regiments and Rs. 12 for smaller units upon the condition that sales were restricted to members of the unit concerned. During the year under report the number of such licenses increased from 36 to 53 and the sales of beer from 192,420 gallons to 414,036. There were grounds for believing that large unauthorised sales of beer were being made to outsiders and it was decided to take steps to investigate the matter in co-operation with the military authorities.

111. The issue price of excise opium was enhanced from Rs. 50 to Rs. 60 per seer with effect from the 1st April 1922. Even with the low retail price of Rs. 96 per seer as against Rs. 140 per seer in other districts, the Peshawar retailers were unable to contend against the trade in smuggled opium and lost considerably. The sales of excise opium were only 3,806 seers as against 6,427 in 1919-20. Twenty-six cases of opium smuggling were detected during the year, in spite of which the running of "chandu" (pure opium) dens was undoubtedly on the increase. **Opium.**

112. The duty realised on hemp drugs was Rs. 77,548 as against Rs. 95,737 in the preceding year and the number of retail licenses 63 as compared with 60. Large quantities of smuggled "charas" of excellent quality from Kashgar *viâ* Chitral again affected authorised sales, which decreased from 2,947 seers to 2,159. **Hemp drugs.**

113. The quantity reported to have been sold was only 138 grains, but the cocaine habit was undoubtedly spreading in Peshawar and Mardan. As the result of collaboration between the Criminal Investigation Department and the Superintendent, Excise Intelligence Bureau, there were 15 arrests for cocaine offences, in 13 of which a conviction was secured. In one of these cases over 16 tolas of cocaine was seized. **Cocaine.**

## 5. Salt Revenue.

[ Further information will be found in the Report on the Northern India Salt Revenue Department for the year ending 31st March 1923. ]

114. The excise duty on salt from the Kohat mines amounted to Rs. 6,66,563, an increase of Rs. 2,08,276 over the figure for 1921-22. Charges decreased by Rs. 7,542. The duty on salt was raised from Re. 1-4-0 to Rs. 2-8-0 per maund with effect from the 1st March 1923. **Kohat Salt Mines.**

## 6. Stamp Revenue.

[ Further information will be found in the Provincial Stamp Returns for the year ending 31st March 1923. ]

115. The total gross receipts under the Stamp Act and the Court-fees Act taken together were Rs. 10,43,565, an increase of Rs. 23,703 over the total for 1921-22. Charges showed a slight decrease from Rs. 53,816 to Rs. 53,511 owing to the large fall in the sale of non-Judicial stamps and the consequent smaller discount earned. Receipts from the sale of court-fee stamps showed a large increase from Rs 5,97,962 to Rs. 7,07,038, partly owing to an increase in the value of the civil suits instituted and partly owing to the application of the Punjab Court-fees Act, VII of 1922, to the North-West Frontier Province, with effect from the 22nd January 1923. The principal alterations were the raising by 50 per cent. of the court-fees upon plaints calculated *ad valorem* and the raising of the stamp on criminal complaints and upon "mukhtarnamas" in ordinary courts in each case from Re. 0-8-0 to Re. 1. The price of plain paper used with court-fee labels was raised from Rs. 7-8-0 to Rs. 15 per ream with effect from the 1st June 1922, resulting in an increase of Rs. 3,300 from the sale of such paper. The receipts from impressed stamps on the other hand showed a large decrease from Rs. 3,91,661 to Rs. 3,02,123. This was popularly ascribed to the extension of the Alienation of Land Act to the Peshawar, Kohat and Dera Ismail Khan Districts shortly before the year under review, but other causes must also have been at work, amongst these, doubtless, the disappearance of the previous year's unhealthy speculation in house property in Dera Ismail Khan. **Income and Expenditure.**

116. Hazara once more headed the list with regard to the attention paid to insufficiently stamped or unstamped instruments, the number of cases in Hazara being 421 as against 199 in the rest of the Province. The receipts under this head rose from Rs. 4,527 to Rs. 9,369. **Insufficiently stamped documents.**

## 7. Income-tax.

[ Further information will be found in the Report on the Income-tax Administration of the Punjab and North-West Frontier Province for the year ending 31st March 1923. ]

117. The Indian Income-tax Act, XI of 1922, came into force on the 1st April 1922. With effect from the same date the North-West Frontier Province was provisionally amalgamated with the Punjab for income-tax purposes, and placed under the charge of the Commissioner of Income-tax, Punjab and North-West Frontier Province. The special staff for the North-West Frontier Province consisted of 2 Income-tax Officers, 6 Inspectors and 2 "Munims" for survey and assessment work. Appeals were heard by one of the two Punjab Assistant Commissioners until the commencement of January 1923, when a third Assistant Commissioner was added for the Frontier Province and part of the Punjab.

The principal figures for the year under report and the preceding year are given in the following statement :—

| Year. | Number of assessees. | Demand (excluding adjustments). | Collections. | Arrears (at close of year). |
|---|---|---|---|---|
| | | Rs. (in lakhs). | Rs. (in lakhs). | Rs. (in lakhs). |
| 1921-22 ... ... | 2,712 | 6·60 | 4·73 | 2·75 |
| 1922-23 ... ... | 3,074 | 9·12 | 9·62 | 4·66 |

The large arrears were due to 679 people having been assessed to 3·42 lakhs in March 1923. The increase both in the number of assessees and in the demand was due principally to the continuance of survey operations. These were completed in Nowshera, Mardan and Peshawar Cantonment and were continued in Peshawar City, with the exception of which the survey of the whole Province was practically completed. Up till the close of the year under review 435 new assessees had been discovered in the Peshawar District. In Mardan alone there were 195. It is interesting to note that the demand for the whole Province (9·12 lakhs) with a population of 2¼ millions was rather less than that of the single rich commercial district of Amritsar in the Punjab, while the number of assessees in the entire North-West Frontier Province was only 300 more than in the Lahore District. Although there was no open agitation, the attitude of the people of Peshawar was for a time markedly hostile. Of the 2,349 returns submitted only 286 were found reliable. Seven hundred and seventy-six appeals were filed and 550 disposed of, of which 169 were successful and resulted in a net decrease of the tax by Rs. 7,389. Penalty under Section 46 (*i*) of the Act was imposed in 591 cases.

## 8. Forest Revenue.

[ Further information will be found in the Provincial Progress Report on Forest Administration for the year ending 31st March 1923. ]

Revenue and Expenditure.

118. The revenue and expenditure were as follows :—

| Particulars. | 1922-23. | Percentage of total revenue. |
|---|---|---|
| REVENUE. | Rs. | Rs. |
| I.—Major produce (including revenue from drift timber) | 6,72,270 | 92·39 |
| II.—Minor forest produce (including revenue from forests not managed by Government) ... ... | 27,682 | 3·80 |
| III.—Other revenue ... ... ... | 27,708 | 3·81 |
| Total ... | 7,27,660 | ... |
| EXPENDITURE. | | |
| A.—Extension, constitution, improvement and exploitation of the forest property ... ... ... | 4,85,303 | 79·25 |
| B.—Administrative, executive and protective charges ... | 1,27,079 | 20·75 |
| Total ... | 6,12,382 | ... |

There was thus a surplus of Rs. 1,15,278. The increase in gross revenue was due principally to large sales of timber remaining in stock from the preceding year and to the receipt of a sum of Rs. 51,575 from the North-Western Railway in advance against an order which was completed just after the close of the year. The large decrease in expenditure is accounted for chiefly by retrenchments on temporary establishment and exploitation by the curtailment of resin operations and by reducing the outlay on roads and buildings.

Profit and Loss Account.

119. The profit and loss statement in the form prescribed by the Government of India is as follows :—

| | Rs. |
|---|---|
| Capital expenditure in 1922-23 ... ... ... | 59,241 |
| Capital expenditure in previous years from 1912 (Rs. 13) to 1921 (Rs 22) ... ... ... ... | 1,70,418 |
| Total ... | 2,29,659 |
| *Profit and loss account for 1922-23.* | |
| Receipts for 1922-23 ... ... ... ... | 7,27,660 |
| Outstanding on 31st March 1923 ... ... ... | 6,584 |
| Value of timber in hand on 31st March 1923 in sale depôts ... | 49,688 |
| Total ... | * 7,82,352 |
| Expenditure of 1922-23 (excluding capital expenditure) ... | 5,53,141 |
| Interest on capital at 6 per cent. per annum ... ... | 10,225 |
| Total ... | 5,63,366 |
| Profit for the year 1922-23 ... ... | 1,68,986 |

## 9. Local Funds.

District Funds.

120. The figures for 1922-23 are —

| Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|
| Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| 1,98,514 14 10 | 9,21,836 1 5 | 11,20,351 0 3 | † 9,84,900 2 1 | 1,35,450 14 2 |

In 1921-22 the total receipts were Rs. 9,82,022-5-0 and the total payments Rs. 10,19,970-4-9.

Cantonment Funds.

121. There are nine such funds. Their transactions, as compared with those of the previous year, are shown in the subjoined statement :—

| Name of fund. | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1922-23 ... | 2,23,948 12 11 | 7,53,726 9 3 | 9,77,675 6 2 | 6,85,019 6 4 | 2,92,655 15 10 |
| Total 1921-22 ... | 2,46,970 4 10 | 7,90,268 11 6 | 9,37,239 0 4 | 7,13,290 3 5 | 2,23,948 12 11 |

*Excluding Rs. 51,575 on account of advance revenue received from the North-Western Railway.

† Differs from the Detail Books by Rs. 7,243-14-0 and has been set right by means of a journal entry.

Cantonment General Hospital Funds.

122. There are three such funds and their transactions, as compared with those of the previous year, are shown below:—

The maintenance of these funds is being discontinued, *vide* Government of India, Army Department, letter No. 19361/1 (Q. M. G. 4), dated 28th July 1922).

| | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1922-23 ... | 56 6 0 | 7,158 0 0 | 7,214 6 0 | 7,214 6 0 | ... |
| Total 1921-22 ... | 56 6 0 | 7,446 10 4 | 7,503 0 4 | 7,446 10 4 | 56 6 0 |

Town and Bazar Funds.

123. The Hill Location and Sanitary Fund in the Hazara District and the Parachinar Bazar Fund in the Kurram District are the only funds under this head.

The transactions of both the funds for the year under report, as compared with the preceding year, are given in the table below :—

| Name of fund. | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Hill Location and Sanitary Fund— | | | | | |
| 1921-22 ... | 472 13 0 | 2,478 5 2 | 2,951 2 2 | 1,455 9 6 | 1,495 8 8 |
| 1922-23 ... | 1,495 8 8 | 952 3 11 | 2,447 12 7 | 1,963 2 8 | 484 9 11 |
| Parachinar Bazar Fund— | | | | | |
| 1922-23 ... | 48,651 8 4 | 54,012 11 6 | 1,02,664 3 10 | 42,750 9 2 | 59,913 10 8 |
| 1921-22 ... | 48,918 9 3 | 55,948 12 3 | 1,04,867 5 6 | 56,215 13 2 | 48,651 8 4 |

Medical and Charitable Funds.

124. The Lady Minto Swat Hospital Fund in Dir-Swat is the only fund of this description. The income of the fund is derived from the rent of shops and is utilized in the maintenance of hospitals for males and females. The receipts and payments of the fund during the year under report amounted to Rs. 16,023-15-9 and Rs. 20,948-4-0 respectively. The fund opened with a balance of Rs. 13,340-9-4 and closed with a balance of Rs. 8,416-5-1.

Police Funds.

125. These are district branches of the Police Remount Fund under the control of the Inspector-General of Police. The total transactions are shown in the subjoined statement :—

| | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Total 1922-23 ... | 3,654 14 5 | 8,656 12 0 | 12,311 11 2 | 7,822 11 0 | 4,489 0 2 |
| Total 1921-22 ... | 3,520 1 11 | 6,925 5 6 | 10,445 7 5 | 6,790 9 0 | 3,654 14 5 |

Public Works Funds.

126. These funds, known as Canal Clearance Funds, exist in two districts. Their transactions are shown below :—

| | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Peshawar ... | 58,300 15 7 | 37,309 8 4 | 95,610 7 11 | 67,852 0 10 | 27,758 7 1 |
| Bannu ... | 35,598 11 9 | 24,060 4 10 | 59,659 0 7 | 21,375 14 2 | 38,283 2 5 |
| Total 1922-23 ... | 93,899 11 4 | 61,369 13 2 | 1,55,269 8 6 | 89,227 15 0 | 66,041 9 6 |
| Total 1921-22 ... | 90,376 3 10 | 85,164 9 5 | 1,75,540 13 3 | 81,641 1 11 | 93,899 11 4 |

Agror Accumulation Fund.

127. The nature of this fund was explained in the report for the year 1902-03.

A sum of Rs. 36,000 on account of the surplus balance of the Agror Estates has been invested in Government Promissory Notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund. The opening balance of the fund was Rs. 608-6-5 ; the receipts during the year amounted to Rs. 2,746-3-3 as compared with Rs. 1,256-13-8 in the previous year and the payments to Rs. 2,501-5-7 as against Rs. 1,212. The fund closed with a balance of Rs. 853-4-1.

Famine Fund.

128. This fund exists only in the Dera Ismail Khan District. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0.

Chaukidari Clothing Fund.

129. This fund exists only in the Hazara District and was commenced in 1906-07. The receipts and payments during the year were Rs. 729-5-9 and Rs. 944-8-6 respectively. It closed with a balance of Rs. 275-5-0.

Saddana or Embankment Fund.

130. This fund exists in the Dera Ismail Khan District and was sanctioned in the year 1906-07. The opening balance was Rs. 17,329-14-11 ; the receipts amounted to Rs. 39,955-7-1 and the payments to Rs. 38,695-3-6. It closed with a balance of Rs. 18,590-2-6. In the previous year, receipts and payments amounted to Rs. 28,148-4-0 and Rs. 91,463-1-3 respectively.

Municipal Funds.

131. Under this category are included the funds both of Municipalities proper and of Notified Areas. There are altogether six Municipalities and eight Notified Areas in the North-West Frontier Province.

Their transactions were as noted below :—

*Municipalities.*

| | Opening balance. | Receipts. | Total. | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Abbottabad ... | 71,043 15 1 | 1,41,996 0 9 | 2,13,039 15 10 | 84,972 8 5 | 1,28,067 7 5 |
| Haripur ... | 20,632 10 7 | 57,983 15 3 | 78,616 9 10 | 60,661 11 5 | 17,954 14 5 |
| Peshawar ... | 5,43,575 4 4 | 10,42,360 4 2 | 15,85,935 8 6 | 14,24,544 15 10 | 1,61,390 8 8 |
| Kohat ... | 1,11,553 9 7 | 1,50,418 12 3 | 2,61,972 5 10 | 1,32,388 8 3 | 1,29,583 13 7 |
| Edwardesabad ... | 1,53,288 14 8 | 4,85,756 8 11 | 6,39,045 7 7 | 4,35,758 7 11 | 2,03,286 15 8 |
| Dera Ismail Khan ... | 30,279 14 0 | 1,71,199 4 0 | 2,01,479 2 0 | 1,84,207 12 9 | 17,271 5 3 |
| Total ... | 9,30,374 4 3 | 20,49,714 13 4 | 29,80,089 1 7 | 23,22,534 0 7 | 6,57,555 1 0 |

*Notified Areas.*

| | Opening balance. | Receipts. | Total | Payments. | Closing balance. |
|---|---|---|---|---|---|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Baffa ... ... | 7,930 12 9 | 19,185 7 11 | 27,116 4 8 | 23,270 10 11 | 3,845 9 9 |
| Nawanshahr ... | 623 0 9 | 12,593 3 11 | 13,216 4 8 | 7,949 8 8 | 5,266 12 0 |
| Galli ... ... | 4,292 7 1 | 8,176 1 5 | 12,468 8 6 | 10,668 15 0 | 1,799 3 6 |
| Nowshera Kalan ... | 4,511 0 9 | 2,371 4 0 | 6,882 4 9 | 4,160 11 0 | 2,721 9 9 |
| Becket Ganj ... | 50,527 13 10 | 29,241 1 11 | 79,768 15 9 | 26,222 3 10 | 53,546 11 11 |
| Lakki ... ... | 20 15 7 | 11,293 5 1 | 11,314 4 8 | 4,970 2 5 | 6,344 2 3 |
| Kulachi ... ... | 15,765 4 7 | 20,040 13 1 | 35,806 1 8 | 21,949 0 1 | 13,857 1 7 |
| Tank ... ... | 47,039 2 1 | 77,809 6 11 | 1,24,848 9 0 | 67,301 4 9 | 57,547 4 3 |
| Total ... | 1,30,710 9 5 | 1,80,710 12 3 | 3,11,421 5 8 | 1,66,492 8 8 | 1,44,928 13 0 |
| Total 1922-23 ... | 10,61,084 13 8 | 22,30,425 9 7 | 32,91,510 7 3 | 24,89,026 9 3 | 8,02,483 14 0 |
| Total 1921-22 ... | 20,71,412 12 7 | 23,10,704 14 0 | 43,82,117 10 7 | 33,21,032 12 11 | 10,61,084 13 8 |

132. All the Municipalities and Notified Areas bank with Government treasuries. Their accounts opened and closed with credit balances during the year under report.

# CHAPTER VI.
# VITAL STATISTICS & MEDICAL SERVICE.

## 1. Details of Census.

[ For details of the census of the 18th March 1921, *vide* pages 66-72 of the Provincial Administration Report for 1921-22. ]

## 2. Births and Deaths.

[ Further information will be found in the Provincial Public Health Report for the calendar year 1922. ]

**General.**

133. The "Public Health Report of the North-West Frontier Province" is the new designation of the report previously styled the "Report on the Sanitary Administration of the North-West Frontier Province." The statistical data of the year 1922 are based upon the census enumeration of March 1921. The year 1922 was exceptionally healthy, whereas the preceding year had been characterised by the highest mortality in recent years, always excepting the great influenza year of 1918. In 1921, as the result of a very fatal epidemic of malaria, deaths had exceeded births by 9,000. In 1922, on the other hand, deaths were less than half the average of the preceding 5 years in 3 out of the 5 districts and the Provincial mortality was only 21·7 per "mille," a remarkably low figure for India. At the same time the number of births was also extraordinarily low, namely 17 per cent. below the average for the preceding quinquennium. The low birth-rate was doubtless connected directly with the great scarcity which had characterised large tracts of the Province in the preceding year, and also with the severity of malaria in the autumn of 1921. Thus in Hazara, in parts of which the scarcity of 1921 was acute, the birth-rate was no less than 35 per cent. below the average.

**Births.**

134. The total number of births recorded during the year was 50,597, giving a birth-rate of 23·7 per thousand, compared with 28·6, the ratio for the preceding 5 years.

**Deaths.**

135. The total number of deaths registered was 46,307 as against 75,625, the average for the preceding quinquennium. Mortality was greatest during the cold whether, namely in January, February, March and December. In 1921 it was greatest during the last 4 months of the year owing to a widespread outbreak of malaria. The mortality due to epidemic disease was almost negligible, plague accounting for 123 deaths, small-pox for 104 and cholera for 92. Plague was confined almost entirely to Peshawar City. The figures regarding infant mortality (151·5 per thousand) also reflected in a marked degree the general healthiness of the year.

## 3. Sanitation.

[ Further information will be found in the Provincial Public Health Report for the calendar year 1922. ]

**General.**

136. The Chief Medical Officer was as usual "ex-officio" Director of Public Health, nor was it possible during the first 8 months of the year to provide a whole-time officer for the appointment of Assistant Director of Public Health. In 1922 owing to the imperative necessity of retrenchment the system of the payment of the Local Health Officers from Provincial revenues had to be discontinued. The Peshawar Municipality alone agreed to retain at the same rate of pay as he had been receiving from Government the Health Officer who had been working for them. The Municipality of Dera Ismail Khan engaged a local practitioner. The other Municipalities were unable to afford a whole-time officer but arranged to grant a monthly allowance to a local Assistant or Sub-Assistant Surgeon in Government employ to act as Health Officer in addition to his other duties.

More extensive use was made of the Provincial Bacteriological Laboratory for the examination of water and other substances bearing upon sanitation. An improved filtration scheme for the Peshawar water-supply was nearing completion and the long contemplated schemes for Abbottabad and Kohat were well advanced, although construction work had not actually commenced. The question of additional water-supply for the Bannu City extension was also under consideration. At the same time the conservancy arrangements of all the headquarter towns were still capable of very considerable improvement.

Sanitary works and conservancy charges.

137. Out of a total income of Rs. 21,95,603, Municipalities and Notified Areas spent Rs. 4,69,086 on sanitary works and conservancy charges, namely:—

| | Rs. |
|---|---|
| Conservancy establishment ... ... ... | 2,57,907 |
| Roads and bridges ... ... ... | 49,856 |
| Drainage ... ... ... ... | 57,277 |
| Paving and widening of streets ... ... | 37,063 |
| Water-supply ... ... ... ... | 66,988 |
| Total ... | 4,69,086 |

District Boards out of an income of Rs. 8,70,546 spent Rs. 72,859 on sanitation as follows:—

| | Rs. |
|---|---|
| Conservancy establishment ... ... ... | 3,873 |
| Roads and bridges ... ... ... | 48,546 |
| Drainage ... ... ... ... | 350 |
| Water-supply ... ... ... ... | 7,276 |
| Paving and widening of streets ... ... | 12,814 |
| Total ... | 72,859 |

The total grants-in-aid provided by Government were below Rs. 25,000, the greater part of which was represented by a grant of Rs. 17,699 to the Municipality of Kohat towards their water-supply scheme.

## 4. Medical Relief.

[Further information will be found in the Provincial Returns of the Hospitals and Dispensaries for the calendar year 1922.]

General.

138. The year opened with 84 hospitals and dispensaries and closed with 80. Four institutions were added, namely one private non-aided dispensary, and 3 Scouts dispensaries, while owing to the need for retrenchment 7 dispensaries had to be closed, namely:—

| | |
|---|---|
| the out-patient dispensaries ... ... ... | Umarzai.<br>Dargai.<br>Murtaza. |
| the travelling dispensaries ... ... ... | Banda Daudshah.<br>Draban. |
| the canal dispensaries ... ... ... | Katlang.<br>Narai. |

The District Board dispensary at Shakardara where the population has become very sparse was transferred to Karak, the centre of a densely populated area.

Attendance.

139. As compared with the preceding quinquennium there was an increase in the attendance of out-patients in all classes of institutions, from 876,187 to 991,134 and of in-patients from 24,184 to 25,930. At State-Public, Local Fund and Private aided hospitals and dispensaries the out-patient attendance was 798,479, an increase of 78,966 over the average for the preceding 5 years. The number of in-patients in the same group of institutions was 12,792. The 3 municipal "zenana" hospitals at Peshawar, Dera Ismail Khan and Bannu provided medical relief to 36,365 women and children.

Operations.

140. The list of selected or major surgical operations was revised during the year in order to secure greater uniformity in the returns. The total number of operations was 37,967. The Mission Hospitals at Peshawar and Bannu and the Egerton Hospital, Peshawar, headed the list of selected operations.

Finance.

141. The total expenditure on State-Public, Local Fund and Private aided institutions was Rs. 3,25,034, almost two-thirds of which was represented by salaries. Government contributed Rs. 1,33,516 and Municipalities Rs. 1,16,323.

Medical relief in the Agencies.

142. In the Kurram Valley there was a marked increase in the attendance of patients and in the number of operations performed. In the Tochi overcrowding of the Scouts owing to expansion out of all proportion to the accommodation available, resulted in outbreaks of malaria, dysentery and pneumonia. Amongst the South Waziristan Scouts there was also considerable sickness owing to the rapid raising of the Corps. The dispensaries at Wana, Ladha and Murtaza were open to the civil population as well as to the Scouts and the Mahsuds showed their gratitude by raiding two of them and removing most of the drugs and equipment.

## 5. Vaccination.

[Further information will be found in the Provincial Notes on Vaccination for the year ending 31st March 1923.]

Vaccination.

143. The number of vaccinations in the year under review presents a welcome contrast to the two preceding years. In spite of the both the posts of Divisional Vaccinator having been brought under reduction owing to financial stringency and in spite of a reduction of one in the number of vaccinators, the number of operations rose from 100,219 in 1921-22 to 144,155. In the Hazara District alone was there a decrease as compared with the average for the preceding 5 years. The increase in the number of re-vaccinations was particularly gratifying. Thanks to the large average of successful vaccinations per head of the staff, the average cost was only Re. 0-2-7 notwithstanding the increased pay which had been in force since March 1921. Small-pox did not occur in epidemic form and the number of sporadic cases was unusually low, the total number of deaths recorded being only 118. In the Agencies vaccination work was on the whole particularly successful. The number of vaccinations was 21,997 as compared with 9,332, the average of the preceding 5 years. On the other hand no vaccinator was able to work in South Waziristan owing to the unsettled state of the country.

Lymph.

144. The lymph used was glycerinated chloroform lymph procured from the Punjab Vaccine Institute and was everywhere reported to give good results.

The general attitude of the people towards vaccination was as usual favourable. This applied particularly to primary vaccination.

# CHAPTER VII.
# INSTRUCTION.

## 1. General System of Public Instruction.

[ A general account of the system of public instruction will be found in the Provincial Administration Report for 1921-22, pages 77-78. ]

## 2. Education.

[ Further information will be found in the Provincial Report on Public Instruction for the year ending 31st March 1923. ]

**General.**

145. The year 1922-23 was marked by severe retrenchment of expenditure. No branch of education escaped the resulting embarrassment, but the facilities most seriously curtailed were those for Primary Education, mainly for the reason that in the North-West Frontier Province the educational structure is particularly wide at the base. In spite, however, of the retrenchments that were unfortunately necessary, the setback was largely counteracted by the steadily growing demand for education. For instance, the grand total of pupils in public and private institutions increased by 2,489 and even in the primary stage the number of pupils declined by less than 1,000, although 120 Primary Schools had to be closed.

**Number of Institutions and Scholars.**

146. The following statement shows the number of educational institutions for boys and girls and the number of scholars in the years 1921-22 and 1922-23 :—

| | *Number of Institutions.* | | | *Number of Scholars.* | | |
|---|---|---|---|---|---|---|
| | 1922-23. | 1921-22. | Increase or decrease. | 1922-23. | 1921-22. | Increase or decrease. |
| | 1 | 2 | 3 | 4 | 5 | 6 |
| RECOGNISED INSTITUTIONS. | | | | | | |
| *For males.* | | | | | | |
| Arts Colleges ... | 3 | 3 | ... | 269 | 193 | + 76 |
| Professional Colleges ... | 1 | 1 | ... | 26 | 33 | — 7 |
| High Schools ... | 20 | 20 | ... | 7,439 | 6,762 | + 677 |
| Middle Schools ... | 68 | 70 | — 2 | 12,286 | 11,654 | + 632 |
| Primary Schools ... | 505 | 625 | — 120 | 25,015 | 25,999 | — 984 |
| Special Schools ... | 3 | 4 | — 1 | 69 | 96 | — 27 |
| Total ... | 600 | 723 | — 123 | 45,104 | 44,737 | + 367 |
| *For females.* | | | | | | |
| Arts Colleges ... | ... | ... | ... | ... | ... | ... |
| Professional Colleges ... | ... | ... | ... | ... | ... | ... |
| High Schools ... | ... | ... | ... | ... | ... | ... |
| Middle Schools ... | 7 | 5 | + 2 | 1,453 | 817 | + 636 |
| Primary Schools ... | 60 | 63 | — 3 | 3,601 | 3,811 | — 210 |
| Special Schools ... | ... | 1 | — 1 | ... | 30 | — 30 |
| Total ... | 67 | 69 | — 2 | 5,054 | 4,658 | + 396 |
| UNRECOGNISED INSTITUTIONS. | | | | | | |
| For males ... ... | 266 | 177 | + 89 | 5,790 | 3,516 | + 2,274 |
| For females ... ... | 22 | 57 | — 35 | 455 | 1,003 | — 548 |
| Total ... | 288 | 234 | + 54 | 6,245 | 4,519 | + 1,726 |
| GRAND TOTAL ... | 955 | 1,026 | — 71 | 56,403 | 53,914 | + 2,489 |

The percentage of scholars to the total population was as under :—

| | | | PERCENTAGE OF SCHOLARS TO TOTAL POPULATION. | | | |
|---|---|---|---|---|---|---|
| | | | *Recognised Institutions.* | | *All Institutions.* | |
| Area in square miles ...13,193. | | | 1922-23. | 1921-22. | 1922-23. | 1921-22. |
| *Population*— | | | | | | |
| Males ... | 1,229,316 | Males ... | 3·7 | 3·6 | 4·1 | 3·9 |
| Females ... | 1,022,026 | Females ... | ·5 | ·4 | ·5 | ·5 |
| Total ... | 2,251,342 | Total ... | 2·2 | 2·2 | 2·5 | 2·4 |

147. The following is a summary of the expenditure on education :— **Expenditure on education during the years 1921-22 and 1922-23.**

| | *Total expenditure.* | | | *Percentage of expenditure from* | | | |
|---|---|---|---|---|---|---|---|
| | 1922-23. | 1921-22. | Increase or decrease. | Government funds. | Board funds. | Fees. | Other sources. |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | Rs. | Rs. | Rs. | | | | |
| Direction and Inspection | 1,22,002 | 1,40,816 | −18,814 | 94·0 | 6·0 | ... | ... |
| Universities ... | ... | 75 | − 75 | ... | ... | ... | ... |
| Miscellaneous ... | 3,91,579 | 3,45,304 | +46,275 | 41·2 | 20·5 | 1·9 | 36·4 |
| Total ... | 5,13,581 | 4,86,195 | +27,386 | 53·8 | 17·0 | 1·4 | 27·8 |
| *Institutions for males.* | | | | | | | |
| Arts Colleges ... | 1,42,234 | 1,31,992 | +10,242 | 45·3 | ... | 14·1 | 40·6 |
| Professional Colleges ... | 32,165 | 41,031 | −8,866 | 100 | ... | ... | ... |
| High Schools ... | 3,86,109 | 3,61,822 | +24,287 | 54·7 | 2·6 | 22·0 | 20·7 |
| Middle Schools ... | 2,92,504 | 2,39,614 | +52,890 | 77·6 | 5·4 | 7·0 | 10·0 |
| Primary Schools ... | 3,25,149 | 3,58,914 | −33,765 | 84·1 | 13·7 | ·1 | 2·1 |
| Special Schools ... | 31,753 | 36,150 | −4,397 | 100 | ... | ... | ... |
| Total ... | 12,09,914 | 11,69,523 | +40,391 | 69·4 | 5·8 | 10·4 | 14·4 |
| *Institutions for females.* | | | | | | | |
| Arts Colleges ... | ... | ... | ... | ... | ... | ... | ... |
| Professional Colleges ... | ... | ... | ... | ... | ... | ... | ... |
| High Schools ... | ... | ... | ... | ... | ... | ... | ... |
| Middle Schools ... | 20,790 | 17,000 | +3,790 | 10·7 | 80·0 | ... | 9·3 |
| Primary Schools ... | 56,678 | 57,912 | −1,234 | 17·1 | 76·0 | ... | 6·9 |
| Special Schools ... | 5,451 | 8,874 | −3,423 | 100 | ... | ... | ... |
| Total ... | 82,919 | 83,786 | −867 | 20·9 | 72·0 | ... | 7·1 |
| GRAND TOTAL ... | 18,06,414 | 17,39,504 | +66,910 | 62·8 | 12·1 | 7·3 | 17·8 |

Only 2 of the 5 District Boards discharged their responsibilities in full and 7 out of the 9 Municipalities or Notified Areas failed to spend their budgetted allotments. While there was a rise in the total expenditure on education, the amount contributed from Provincial revenues declined from Rs. 11,78,907 to Rs. 11,33,573, the latter figure including Rs. 53,038 spent on Training College construction during the year. The figures showing the average cost of educating each pupil are interesting. There was a large decrease from Rs. 746 to Rs. 652 in ordinary collegiate education and at the other end of the scale the cost in the the Primary Schools declined from Rs. 15-2-2 to Rs. 14-1-7. On the other hand there was an increase in secondary education from Rs. 33-11-3 to Rs. 34-14-7 and a heavy increase from Rs. 341-1-5 to Rs. 453-7-0 in the training classes for teachers.

**Collegiate education.**

148. There was distinct growth in the 3 Arts Colleges showing that the non-co-operation movement had lost most of its effect, at any rate so far as higher education is concerned. The examination results were also satisfactory on the whole.

| B. A. | B. Sc. | F. A. | F. Sc. |
|---|---|---|---|
| $\frac{16}{27}$ | $\frac{2}{4}$ | $\frac{45}{72}$ | $\frac{7}{15}$ |

**Secondary schools for boys.**

149. The steady increase in the demand for secondary education, particularly for education in English, was reflected in the growth of High Schools and Anglo-Vernacular Middle Schools. With the same number of High Schools (20) the number of scholars increased from 6,762 to 7,439. The attendance in Anglo-Vernacular Middle Schools rose from 3,292 to 3,818. The total number of boys learning English increased from 5,257 to 5,720, a growth of nearly 9 per cent. in one year. Of the 523 boys who appeared for the Punjab University Matriculation Examination 318, or 60·8 per cent., were successful. The direct expenditure on these classes of schools increased from Rs. 4,50,303 to Rs. 4,90,101, the increase being due principally to the employment of more certificated teachers and to the larger grants earned by aided schools. The Vedic Bharatri High School, Dera Ismail Khan, was completed during the year and now has one of the finest buildings in the Province. The District Board Anglo-Vernacular Middle School at Mansehra was greatly improved by the erection of 6 new class-rooms. Elsewhere much remained to be done in the way of buildings. Retrenchment reduced the number of Vernacular Middle Schools from 58 to 54 but the number of boys increased from 8,362 to 8,384.

**Primary schools for boys.**

150. Extreme financial difficulties compelled the closing of no fewer than 120 District Board Primary Schools for boys, reducing the total primary schools from 625 to 505. In spite of the great care taken in selecting schools for closing, there can be no doubt that the step was severely felt and that it constituted a serious setback to educational progress. Attendance at primary schools declined from 25,999 to 25,015. Special steps were taken towards diminishing the regrettable tendency to discontinue education at the very earliest stage. The figures show the extent of this grave phenomenon. Taking primary schools and the Primary Departments of Secondary Schools there were 20,797 pupils in class I and only 8,727 in class II.

**Girls' schools.**

151. The number of middle schools for girls increased from 4 to 7 by the raising of 3 primary schools to the Vernacular Middle standard. On the other hand owing to the very severe financial stringency no new primary schools could be opened in spite of several special applications for such schools. The number of girls under instruction increased from 4,568 to 5,054.

**Training institutions.**

152. At a time when throughout the Province more trained teachers were most urgently required, the financial situation not only compelled the discontinuance of expansion but the supply of trained teachers had actually to be curtailed. The Training Class attached to the Government High School, Abbottabad, was closed on the 1st April 1922. No new admissions were

made to the Junior Anglo-Vernacular Class of the Training College, Peshawar, which was abolished in March 1923 and the services of the Principal placed at the disposal of the Punjab Government. At the close of the year the Training Classes at Dera Ismail Khan and Kohat were also discontinued. Nor was this all. The Normal School for Women, Peshawar, which had only been opened in October 1920 had to be closed down. At the end of the year the only training institution left in the Province was the Training College and Normal School, Peshawar.

Education in Agencies.

153. The number of schools in the Kurram Agency remained 13 as before, including one Anglo-Vernacular Middle School at which 73 boys were learning English. The total number of pupils in the public schools of the Kurram Agency was 758 and in all schools 813. In the Tochi the number of schools was unchanged at 6 but the number of scholars increased from 231 to 243. The Malakand Agency had one secondary and 8 primary schools. Of the 442 scholars no fewer than 174 were in the one scondary school, the attendance at which showed a remarkable increase from 120 to 174, apparently owing to the attraction of optional classes in English. Out of the boys in the Islamia College or Collegiate School 46 came from the agencies or from foreign countries. The Mahsuds contributed 5.

## 3. Literature and the Press.

Newspapers and Books.

154. No newspapers or books were published in the Province during the year under report.

Printing Presses.

155. Twenty-two presses were at work of which 15 were in Peshawar and the remainder in other districts.

156. Three declarations for opening presses were filed during the year.

## 4. Literary Societies.

157. There were no literary societies of any importance.

## 5. Arts and Science.

[ Further information will be found in the Annual Report of the Archæological Survey of India for the year 1922-23. ]

Peshawar Museum.

158. Despite its purely archæological interest the Peshawar Museum maintained its popularity, the number of visitors reaching 55,053. The acquisitions during the year numbered 639, of which 582 were coins. The remainder without exception were antiquities, recovered in the recent operations at Jamalgarhi and transferred on loan to the Museum by the Superintendent, Archæological Survey, Frontier Circle. Of the coins acquired, 451 were obtained by purchase, being a hoard of copper coins from Amankot consisting of one coin of Soter Megas, 44 of Vima Kadphises and 406 of Kaniska. Among the local purchases was a rare coin of Jahangir minted at Kabul in the first year of his reign and bearing his pre-accession name of Salim. The specimen acquired by the Peshawar Museum is in excellent condition and is better centred than the only other known example catalogued. The revision of the hand-book of the sculptures in the Museum was commenced. The new blocks for the plates were prepared but little progress could be made with the text owing to the numerous other duties of the Honorary Curator. Several sculptures belonging to the Government of India but formerly exhibited in the Peshawar Museum were transferred on loan to the Indian Museum, and in February 1923, 42 stucco figures and heads, reliefs and images, were similarly transferred to the Patna Museum.

# CHAPTER VIII.
# ARCHÆOLOGY.

[ Further information will be found in the Annual Report of the Archæological Survey of India for the year 1922-23. ]

**General.**

159. The publication of the Provincial reports of the Archæological Department was discontinued with effect from the year 1921-22, a consolidated report for the whole of India being issued instead by the Director-General of Archæology.

**Conservation.**

160. A sum of Rs. 15,818 was sanctioned by the Government of India for the conservation and maintenance of ancient monuments in the North-West Frontier Province during the year under review. Of this sum Rs. 8,876 was placed at the disposal of the Superintendent, Archæological Survey, while the balance of Rs. 6,942 was set apart for works to be carried out by the Public Works Department. The attention of the Public Works Department was to have been devoted to conservation of the monuments at Shahbazgarhi, Takht-i-Bahi, Tareli and Kashmir Smas; but work was actually carried out at the first two sites only, and the money available for Tareli and Kashmir Smas was unfortunately allowed to lapse.

At Shahbazgarhi a stone platform was built to give easy access to the larger rock bearing thirteen Edicts of Asoka, while the former unsightly and ineffective enclosure round the smaller rock bearing the 12th Edict was demolished and replaced by a low breast wall of neat masonry.

The work at Takht-i-Bahi consisted in the replacement of the unsuitable iron lintels in the chapels of Courtyard VI by stone lintels, improving the path to the monument, strengthening and repointing the unsightly modern buttresses in Courtyard XX and underpinning the structure on the south of Courtyard XIX.

Besides supervising the work carried out by the Public Works Department, the Archæological Superintendent personally carried out conservation at the Buddhist site of Jamalgarhi, some 10 miles north of Mardan. The chapels around the Main Stupa, the Conference Hall, and certain isolated structures received attention. Broken lintels were restored and the tops of numerous walls secured. The long wall linking the Conference Hall and the vaulted chambers had to be largely restored to control the drainage of the extensive courtyard to the north and four neat additional drains were provided to carry off rain in exceptionally heavy showers. Clearance at this site continued to reveal sunk water-pots in the courtyards of most of the smaller monastic buildings.

**Acquisition of sites.**

161. The sites of 5 excavated monuments in the Taxila area of the Hazara District, namely, Tofkian, Jandial, Jaulian, Lal Chak and Badalpur, which had been declared "Protected" in 1909, but were privately owned, were purchased at a total cost of Rs. 3,428-4-0.

**Protection of monuments.**

162. The ancient site of a Buddhist establishment at Zaro-Dheri, 3 miles north of Shinkiari in the Hazara District, was being brought under the operation of Act VII of 1904.

**Exploration.**

163. No excavations were carried out during the year, but the Superintendent and his Assistant visited various sites of archæological interest, the most important being Zaro-Dheri, Sir Kap and Khalu in the Hazara District, the Shpola Stupa in the Khyber and Kot in the Peshawar District. From the latter site some excellent reliefs, including one of the Syāma Jātaka, were obtained and from Khalu 3 stucco heads of surpassing excellence.

**Treasure Trove.**

164. No finds requiring the enforcement of the Treasure Trove Act were reported, but endeavours to make known the provisions of the Act proved successful and villagers were reporting finds freely to the Superintendent, Archæological Survey, who was thus able to obtain antiquities for the Peshawar Museum without enforcing the Act, the procedure under which presses hardly on finders in remote villages.

# CHAPTER IX.

# MISCELLANEOUS.

## 1. Ecclesiastical.

Church of England.

165. The North-West Frontier Province is included in the See of Lahore, a short historical account of which will be found in paragraph 244 of the Provincial Administration Report for 1921-22. In addition to the information there given it may be recorded that Bishop Lefroy was translated to the Metropolitan See of Calcutta in 1913, and was succeeded by Dr. H. B. Durrant, formerly Principal of St. John's College, Agra, who was consecrated Bishop in Christ Church, Simla, on August 6th, 1913.

Chaplains on the Bengal (Lahore) Ecclesiastical Establishment are posted at the following stations:—

| | |
|---|---|
| Abbottabad | Peshawar. |
| Kohat | Risalpur. |
| Nowshera | |

Two Chaplains are usually placed in charge of the Military camps which are maintained between Murree and Dungagali during the hot weather.

Church of Scotland.

166. The North-West Frontier Province is within the administrative area of the Presidency Senior Chaplain, Church of Scotland (Bengal).

Up to November 1922 the Revd. G. C. MacPherson, O.B.E., B.D., attached to the Queen's Own Cameron Highlanders at Rawalpindi, was in visiting charge of Peshawar, Nowshera and Cherat. On the departure of the Cameron Highlanders for Fort William in November 1922 the Revd. G. C. MacPherson was transferred to the Royal Scots Greys at Risalpur. Early in January 1923 the 2nd Battalion, the Seaforth Highlanders, arrived at Landi Kotal, and the Revd. L. McLean, B.D., the Chaplain attached to the Regiment, took over visiting charge of Peshawar and Cherat from the Revd. G. C. MacPherson, who, in addition to his duties at Risalpur, was thereupon placed in visiting charge of Rawalpindi and Murree.

Roman Catholic Church.

167. The District of Dera Ismail Khan is included in the diocese of Lahore, formed in 1880 as a Vicariate under the Right Revd. Dr. P. Tosi, and in 1886 constituted as a diocese. The present Bishop is the Right Revd. Fabian Anthony Eestermans, O.C., consecrated at Antwerp on June 29th, 1905. The rest of the Province, together with the trans-frontier tracts and Kashmir, belongs to the Prefecture Apostolic of Kashmir and Kafiristan, and was constituted a separate ecclesiastical jurisdiction in 1887, with Rawalpindi as head-quarters. The Right Revd. Mgr. R. J. Winkley, Prefect Apostolic, appoints Military Chaplains to the following Stations:—

| | |
|---|---|
| Peshawar | Nowshera |
| Cherat | Risalpur |
| Kohat | The Galis |

with an additional Chaplain during the hot weather for the military camps near Murree.

Church Missionary Society.

168. The work of this Society is carried on at Peshawar, Dera Ismail Khan and Bannu. The staff includes 11 European Missionaries, of whom 3 are Clergy and 5 qualified Doctors. A Hospital and a High School are maintained at each of the above-mentioned centres. In addition there is a College at Peshawar, while district dispensaries are located at Karak, Thal, Isa Khel and Tank.

Church of England Zenana Missionary Society.

169. This Society works in co-ordination with the Church Missionary Society, and has a hospital for women at Dera Ismail Khan and schools for girls at Peshawar.

## 2. Civil Veterinary Department.

[Further information will be found in the Provincial Report for Veterinary Department for the year ending 31st March 1923.]

170. Owing to financial difficulties it was not only once more found impossible to create for the Province a separate civil veterinary department in charge of a whole-time Superintendent, but in accordance with the orders of the Government of India upon the recommendations of the Local Retrenchment Committee three posts of Veterinary Inspector were brought under reduction with effect from the 1st November 1922. Financial stringency also led to the further postponement of the proposed revision of the pay of the subordinate staff of the department. Eighteen hospitals were at work, the Miranshah hospital still remaining closed. 49,102 cases were treated in hospitals and medicines were supplied for a further 4,083 cases.

Diseases and their treatment.

171. During the year 7,502 cases of contagious disease were reported, of which 476 proved fatal as compared with the 10,660 cases and 3,106 deaths in the previous year. The majority of the fatal cases were due to rinderpest and hæmorrhagic septicæmia. Only 9 of the reported cases and only 3 of the deaths, the latter all due to glanders, were amongst equines. There was little surra, only 6 cases being reported and no deaths. Foot-and-mouth disease accounted for 5,445 out of 5,841 cases amongst bovines. Only 232 cases of rinderpest and 104 deaths were reported, while in the 13 outbreaks concerned 3,630 animals were inoculated. In the previous year no less than 109 outbreaks were dealt with. Under hæmorrhagic septicæmia there were 160 cases and 142 deaths as against 1,081 cases and 781 deaths in 1921-22: 23,848 animals were vaccinated in 98 villages.

Horse and cattle breeding.

172. Seventeen horse and 3 buffalo stallions were employed at stud. Three Arab stallions, one each for Bannu, Peshawar and Kohat, were purchased from Bombay towards the close of the year. In addition there were again 20 donkey stallions. At the close of the year there were 56 bulls. Two buffalo-bulls of the Nili breed were purchased by the Hazara District Board and 2 Montgomery bulls by Dera Ismail Khan. The financial difficulties of the Boards prevented further activities in this direction.

Sheep and goat breeding.

173. Want of funds prevented the purchase of further pure bred Merino rams for the Kaghan Valley, where only 6 rams were still at work. Of the 2 male Barbari goats purchased for the Hazara District in the previous year one died. The other was reported to be doing well and the kids were favourably reported on.

## 3. North-West Frontier Province Government Press.

[Further particulars will be found in the Provincial Report on the working of the North-West Frontier Province Government Press for the year ending 31st March 1923.]

174. Taking into consideration the old-fashioned plant and the fact that during the year a reduction was made in the productive staff of the Press, it is gratifying to note that the volume of work executed was in excess of that turned out during the previous year. The general question of the future scope of the Press was still under consideration. The main proposals were that the printing of forms should be discontinued, all forms being obtained either from Calcutta or Lahore, while on the other hand a portion of the Press should be converted into a Central Stationery Store. It was anticipated that a scheme on the above lines would result in considerable economy.

N.-W. F. P. Govt. Press, Peshawar—2139 S. to C. C.—24-2-24—225—J. B.

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